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ABSTRACT

This paper describes a plan proposed by the Institutional Development Corporation (IDC) for an integrated human service delivery system which would: (1) help disadvantaged youth develop remedial skills, improve their self-image, and prepare for the world of work; (2) become a catalyst for the integration of human services in local communities; and (3) fashion partnerships among all levels of government and the public and private sectors. The basic argument for such a system, according to IDC, is that present fragmented, uncoordinated services fail to meet the needs of the clients. IDC proposes to eliminate this problem by expanding three of its existing programs in Atlanta, Indianapolis, and New York (Cities in Schools). The basic approach in these cities is to break the client population down into small, manageable units (such as part of a school), and to address the problems in these units by intensive application of coordinated and mutually supportive services, provided by a team of specialists with different backgrounds and disciplines. IDC proposes to expand these efforts by including more and different aged students and their families, and to add additional services by incorporating other social service providers. (Author/WP)

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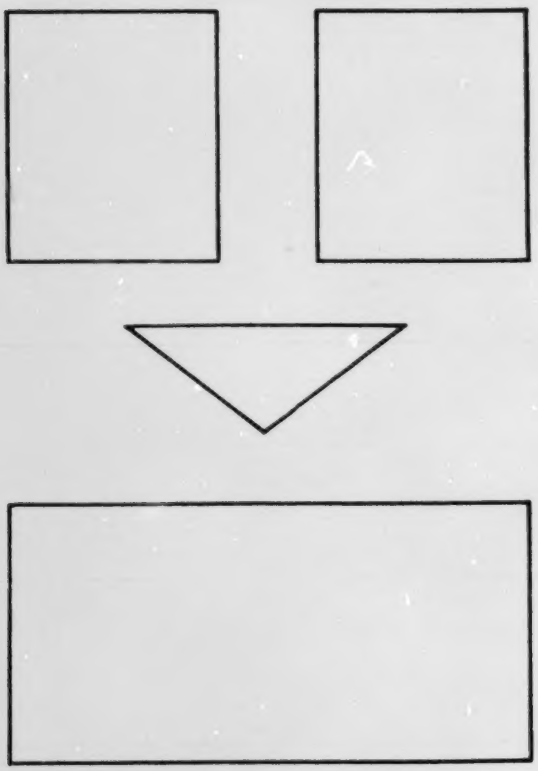
An Integrated System of Human Service Delivery



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UD 019 728

AN INTEGRATED SYSTEM OF HUMAN SERVICE DELIVERY

March 30, 1977

PROPOSAL FOR AN INTEGRATED SYSTEM
OF HUMAN SERVICE DELIVERY

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I. SYNOPSIS OF INTEGRATED SYSTEM

This paper describes a plan for an experiment leading to an integrated human service delivery system (the "Integrated System" or the "System"). The System begins with the creation of prototypes in three cities and suggests steps toward their replication.

A. Structure of Integrated System

The Integrated System coordinates local institutional personnel into a new management configuration. This configuration is comprised of small units of multi-disciplined staff who deliver coordinated services to consolidated units of named service consumers on a consistent and personal basis. The System involves the cooperation and resources of all three levels of government and the private sector, including private volunteers.

At the Federal level of Government, the System will center round an Interagency Committee on the Integration of Human Services (the "Committee") comprised of the Secretaries and Directors of certain agencies concerned with the delivery of human services. The Committee will have a working staff comprised of personnel assigned from each agency, and this staff will be directed by a Special Assistant (the "Special Assistant") to a designated chairperson.

At the State level, the Integrated System will be coordinated through existing State personnel who will act as liaisons to the Special Assistant, local governments, State legislators, and private sector resources.

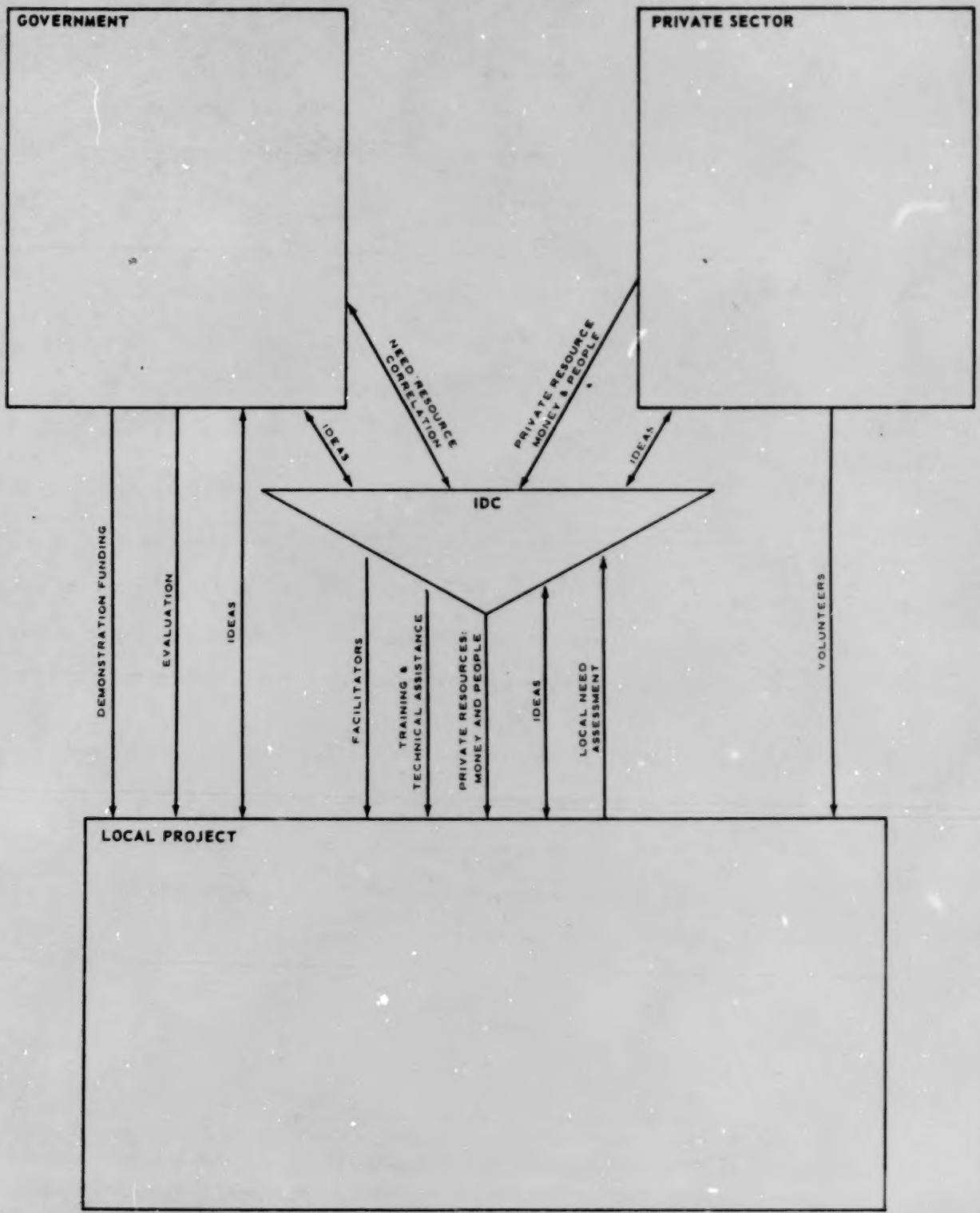
At the local level, the mayor and other public officials will reinforce the Federal and State commitment to the System by building an effective structure for integrating the delivery of social services. Beginning with the Cities in Schools project (see description in Appendix B), the System will be implemented at the local level by an Advisory Board, local project facilitators, and various staff professionals and para-professionals provided from public and private agencies or organizations. The Advisory Board will consist of (a) representatives from agencies or groups which have assigned staff to the local project, and/or (b) members selected by the facilitators on a city-by-city basis.

Private sector services will be incorporated as vital elements within the Integrated System. As one essential part of this System, grants from foundations, corporations, religious institutions and individuals will be channeled through the Institutional Development Corporation ("IDC") to support local project facilitators and a small working staff on the national level.

Figure 1 illustrates the structure of the Integrated System.

STRUCTURE OF INTEGRATED SYSTEM

Figure 1



B. Operations of Integrated System

Working in close cooperation with the different levels of Government and the private sector, IDC would undertake the following local activities:

1. In Indianapolis, Atlanta and New York City, where the Cities in Schools model (the "Cities in Schools Component") is presently operating, IDC's project facilitators would supervise the refinement of that model of integrated services and would attempt to unify additional human services into a more comprehensive neighborhood prototype.

2. In seven other cities,[1/] IDC's project facilitators would initiate actions necessary to begin the replication of the refined Cities in Schools Component and the developed neighborhood prototype within 18 months after the System begins operations.

The refined Cities in Schools Component, the developed neighborhood prototype and the replications will all be subject to an ongoing, thorough evaluation process. If the evaluations so indicate, the developed prototype and its replications could become significant components in a national effort to integrate the delivery of human services.

1/ Such cities might consist of: Hartford, Connecticut; Canton, Ohio; Fayetteville, North Carolina; Minneapolis, Minnesota; Houston, Texas; Los Angeles, California; and Washington, D. C.

II. GLOSSARY OF TERMS

Cities in Schools Component means the local integrated delivery systems presently operating within selected schools in Atlanta, Indianapolis and New York.

Institutional Development Corporation (IDC) means a national not-for-profit consulting firm which coordinates private sector funding and personnel into the Integrated System and acts as an information source for the three levels of government.

Integrated System means the experiment described in this paper consisting of a united effort among the three levels of government, the private sector and the Institutional Development Corporation for the purpose of developing and replicating the prototypes.

Project Facilitators means employees of the Institutional Development Corporation responsible for developing prototypes and initiating their replication.

Prototypes means the local integrated delivery systems around the Cities in Schools Component developed in a limited geographic area.

Replication Sites means selected cities in which portions of the prototypes (perhaps including the Cities in Schools Component) will be reproduced.

III. THE SYSTEM'S OBJECTIVES AND OPERATION

A. Objectives

1. General Goals and Concepts

The general goals of the Integrated System[2/] are: (a) to coordinate the delivery of services for the greatest benefit of the underprivileged; (b) to organize the delivery of services comprehensively around the needs of the whole person, the family unit and the community; (c) to allocate resources with benefit of information and advice drawn from local people who are familiar with the needs of their neighborhoods and communities; and (d) to proceed initially within the boundaries of existing programs.[3/] The concepts which underlie our efforts to achieve these goals might be described as follows:

2/ According to a memorandum from former HEW Secretary Richardson, Services Integration contains the following objectives:

"(a) the coordinated delivery of services for the greatest benefit to people;

(b) a holistic approach to the individual in the family unit;

(c) the provision of a comprehensive range of services locally;

(d) the rational allocation at the local level so as to be responsive to local needs."

See "Services Integration - Next Steps," Secretarial Memorandum, June 1, 1971 (p. 1)

1. To be compassionate and affordable human services must be organized on a small scale.[4/] Bad performances by bureaucracies are not the result of bad people with bad intentions attempting to carry out bad programs. The problem lies in the cumbersome size of the structures that deliver services. The myth that "bigger is better" -- however valid in certain types of assembly line manufacturing -- is not valid in the delivery of services to people in need. A great challenge for our mass, urban society is to find practical ways to

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3/ The term "services integration" does not have a generally accepted meaning and the "rationale for service integrations is composed of partial arguments." One expert in this area has described the services integration effort as "the creation of new flexibility in accountable systems of delivery in response to locally determined priorities." See Gardner, "Services Integration in HEW: An Initial Report," (Washington, D.C.: Department of Health, Education and Welfare, February 26, 1971) p.7.

Another study has defined a local, comprehensive services integration project as:

> "An innovative organizational effort to coordinate or consolidate human services activities at the local level in traditional agencies as a means of enhancing the effectiveness, efficiency, and/or continuity of comprehensive service delivery."

See Lucas, Heald, and Vogel, "The 1975 Census of Local Services Integration," The Rand Corp., WN-9289-HEW, December, 1975, p.2.

4/ As Richard Lyman, President of Stanford University, wrote recently:

> "People everywhere are yearning for the chance to feel significant as individuals. They are yearning for institutions built on a human scale, and responsive to human needs and aspirations. Is this not precisely what we have believed in and worked for, long before it became so popular to do so?"

See Lyman, "In Defense of the Private Sector," Daedalus, Winter, 1975, p. 83.

bring the vitality, flexibility and enterprise of the caring family and the neighborhood or small community into programs dealing with situations of poverty and social decay. 5/

2. Human services should be provided with more personal, individual attention. Every individual resents being dealt with as a faceless number. Those who provide services to people in need should be able to see them as unique individuals. This involves sensitive training and longer term relationships between the service provider and consumer.

5/ Service providers attempting to deliver the proper service to the right client at the proper time encounter:

(a) fragmented service delivery - see Gilbert, "Assessing Service Delivery Methods; Some Unsettled Questions." Welfare in Review, May-June 1972, 10, p.25-33.

(b) Little accountability - see Kahn, "Public Social Services: The Next Phase - Policy and Delivery Strategies." Public Welfare, Winter 1972, 30, 15-24.

(c) Inaccessible services - see Gilbert, op cit., p. 28.

(d) Service discontinuity and westefulness of resources - see Kahn, op cit., p. 21.

3. Human services should be coordinated and integrated[6/] to serve the whole person. Nobody is just a drug problem, or a poverty problem, or a health problem -- to be dealt with by isolated specialists who "own a piece" of him.[7/] The fragementation of our human services delivery systems into numerous overlapping and competing structures[8/] is endlessly frustrating to the people served -- and basically inefficient. The team approach, best developed in the Cities in Schools

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6/ For purposes of its study, entitled the "Integration of Human Services in HEW," the Department of HEW defined social services integration as:

> "The linking together by various means of the services of two or more service providers to allow treatment of an individual's or family's needs in a more coordinated and comprehensive manner."

See "Integration of Human Services in HEW," Volume 1., U.S. Department of Health, Education, and Welfare, (undated).

7/ The concept of services integration has developed in response to a fragmented pattern of service delivery in which separate programs, each individually developed over the years, meet separate defined needs. The categorical approach often treats the individual not as a whole being, but as a person with separate and separable problems which can be treated in isolation from one another. See Gardner, Services Integration in HEW: An Initial Report, February 26, 1971, p. 7.

8/ That many human services are delivered in a fragmented manner, with different goals and objectives; that they are offered in a confusing manner to those who need them and do not provide attention to long range needs has been documented in several articles, e.g. "Introduction," Human Services Integration, American Society of a Public Administration (Washington, D.C.: March 1974) pp. 2-4; Human Services Integration: State Functions in Implementation, the Council of State Governments (Lexington, Ky. 1974) p.9.

in Atlanta and Indianapolis, suggests that specialists from several fields can perform better working together than working apart.

2. Operational Goals

For the Integrated System to succeed its operational goals should include:

1. Eliminating program duplication and consolidating common activities and programs.[9/]

2. Creating an educational environment that develops the skills necessary for employment in our free enterprise system.[10/]

3. Providing a forum where the needs of an entire neighborhood can be expressed to the community power structure and through which new patterns of meeting these needs can be more fully developed.

9/ Martin Rein has analyzed the need for integration of services, as well as attempted solutions, within an historical framework. Fragmentation in the organization and distribution of social services has resulted in various problems, including: duplication of case benefits, duplication of other services, multiplicity of independent and uncoordinated visiting, duplication of manpower, over-use of services by small percentage of clients (multi-problem families), and poor access and under-use of services. Rein points out that "the recombination of fragmented specialized services can serve many goals" and that the Federal Government's statements include several competing and conflicting goals. See Rein, Social Policy, (New York: Random House, 1970) p. 44.

10/ The stubborn cycle of out-of-school, out-of-work, out-of-hope young people will not be resolved merely with economic growth. Policies for education, training, employment, and job action must interconnect. These policies must be developed with the benefit of grass-roots input which can be provided by the person developing the prototype. See essays and discussion in Cohen and Kapp, eds. Manpower Policies for Youth: Priorities in Meeting the Youth Unemployment Crisis. (New York: Columbia University Press, 1964).

3. Specific Developmental Objectives

For the Integrated System to succeed it must, of course, bring about the actual development of more effective service delivery systems and it must demonstrate how these improvements can be incorporated into programs for human services across the country. Accordingly, careful attention must be given to the clarification of the procedures, techniques, and relationships necessary to coordinate a multiplicity of services at the local level.

As the System takes root it should bring about:

1. An extension of the scope of service beyond the individual to the family and to the neighborhood;

2. Greater intergovernmental cooperation among Federal, State, and local agencies and growing involvement and support of private organizations and individual volunteers;

3. Better planning for use of existing resources at the local level so that the system draws upon the large base of established organizations and resources and uses only a negligible amount of new federal funding;

4. A demonstrably workable prototype of a more effectively integrated neighborhood-based service delivery system, capable of surviving local political changes; and,

5. A plan for limited replication of prototypes and for systematic testing and evaluating of those replications.

B. Operations

The Integrated System has two initial tasks: (1) the further development of the Cities in Schools Component in three project sites - Atlanta, Indianapolis, and New York; (2) the initiation of ground work for prototype replication in seven other cities, selected on the basis of geographical spread, demographic diversity and local interest. The remainder of this section describes the process of prototype development and replication and the roles of the public and private sectors in the process.[10/]

1. Prototype Development and Replication

a. Prototype Development

(1) Three sites: Atlanta, Indianapolis and New York

This proposal recommends that Atlanta, Indianapolis and New York become the sites for developing integrated service delivery prototypes on the assumption that no meaningful solution to the Nation's urban decay can occur until we construct and demonstrate an effective local service delivery system within the confines of existing resources. Prototype development need not occur in more than three cities, because the projects in these cities should include a sample of sufficient size to demonstrate their statistical validity.

11/ The process here described cannot be divorced from the theory or policy set forth in Appendix A. This theory is indeed part of the Integrated System's process. Drs. Wildavsky and Pressman point out that policy and implementation are difficult to separate:

> "But what is it that is being implement? A policy, naturally. There must be something out there prior to implementation; otherwise there would be nothing to move toward in the process of implementation. A verb like 'implement' must have an object like 'policy'. But policies normally contain both goals and the means for achieving them. How, then, do we distinguish between a policy and its implementation?"
> See Pressman and Wildavsky, Implementation (Berkeley: University of California Press, 1973). p. xiii.

(2) Process of Prototype Development

Although much work has been accomplished in establishing the Cities in School Component in Atlanta, Indianapolis and New York, much more has yet to be done to refine this Component and develop the prototypes. For example, this refinement and development should add more local geographic areas, more social service providers and more client populations (e.g., the elderly, and pre-school children) to the Cities in School Component.

Prototype development will proceed on an experimental basis, initiated at each site by three local Project Facilitators. Additional community needs and services would be identified by the Facilitators and the providers of these services would be added to the integrated management system of the Cities in Schools Component.12/ Prototype development will emphasize the importance of the family and seek to strengthen the family structure. The ultimate target of services should be coordinated around families.

For example, the grandparents of a student participating in the Cities in Schools Component may have certain needs which can be served by a social worker from an agency. With the cooperation of this agency, the Facilitator would attempt to create a structure which would unite the efforts of this social worker with the management team of the Cities in Schools Component. As other family members

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12/ See Appendices A (Tab B) and E for a description of the information and management systems.

of a participating student manifest other needs, the Facilitator would again identify social workers assigned to fill those needs and integrate their services into the Cities in School management team. This may or may not be done within the school institution itself.[13] Ultimately, an integrated "family" unit of service providers would coordinate the delivery of services to care for the needs of a participating student's entire family.

Thus, a more comprehensive system would develop around the Cities in Schools Component and around the families of students participating in that component. Geographically, the completed prototypes would then serve the needs of a given neighborhood, operating within flexible boundaries delineating that neighborhood.

In developing the prototypes, the Integrated System will collect creative ideas from many possible sources. Thus, in addition to the above decribed expansion of the Cities in Schools Component, the System will identify successful local projects engaged in the delivery of human services and, where appropriate, integrate the theory or stucture of these projects into the prototypes.

The development of prototypes could also play an important function in testing new concepts in urban areas. For example, the Department of Labor could test a new manpower program at one of the prototype sites, or the Justice Department could test a new diversion project for criminal offenders,[14] or the Department of Health, Education, and Welfare could experiment with new approaches to remedial reading at one of the locations.

13/ Hartford, Conn., one of the potential replication sites, has made substantial progress in bringing families into school physical facilities to provide them with social services. (Discussion with Sid Gardner, 3/25/77.)

(3) Evaluation of Prototype Development

Evaluation will be an integral part of the development process.15/ Two types of evaluation must occur simultaneously:

(1) External evaluation - the System's impact upon clients.16/

(2) Internal evaluation - the System's operation (i.e., management structure, control systems and transfer systems).

Evaluation is a major undertaking and a difficult, expensive task. However, it is an integral part of prototype development. The difficulty of evaluation is attempting to measure, at the same time, effects such as:

(1) Client improvement in terms of income, employment, family structure, and social functioning.

(2) The effects of programmatic change.

(3) The effects of organizational change.

14/ Service Coordination is of vital concern to many policymakers in the field of juvenile justice and delinquency prevention. As a recent paper has stated:

"Given the political and economic constraints that impact on the development and implementation of delinquency prevention programs, priority should be given to the expansion of legitimate opportunities and identities in the primary socializing institutions. Linkages between the school, the world of work and the family need to be strengthened and encouraged. Increased interagency coordination between the schools and neighborhood agencies can result in significant changes for both the school and the neighborhood."

See Cardarelli, Neighborhood Strategies to Prevent Delinquency and Enhance Positive Youth Development Through Interagency Coordination, L.E.A.A. (January, 1977) p.50.

15/ One aspect of coordinating services is the coordination of information. Evaluation and feedback can be effective only if the information channels are open from all portions of the delivery system so that an assessment of effectiveness can be made. See Kahn, "Public Social Services: The Next Phase - Policy and Delivery Strategy", Public Welfare, Winter 1972.

Although a thorough, creditable evaluation is necessary, the present pace of decay in our cities demands that the System moves quickly. Accordingly, the evaluation mechanism must be as exact and accurate as time constraints permit.

This proposal recommends that responsibility for evaluation be given to the staff of the Federal Interagency Committee which, after determining the basic guidelines, would employ an independent firm to initiate the evaluation.[17/] The evaluation instrument should assess the progress of the Integrated System in achieving the objectives set forth above.

b. Prototype Replication

To date there have been few efforts to develop replicable innovative prototypes for delivering social service programs. In addition to enlarging and refining the Cities in Schools Component into more complete and multi-dimensional prototypes, the System also calls for an attempt to replicate portions of the developed prototype. Principles extracted from the three prototype cities will be initiated in seven other cities.

The tasks involved in the replication phase of the project include:

(1) determining the similarities, differences and effects of the prototype under varying conditions;

(2) modifying and amending the prototype to retain those elements which contribute most significantly to the achievement of objectives; and

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16/ The evaluation must extend beyond past evaluative efforts on specific projects such as Head Start or a study of the impact of the new math and review the environment that surrounds a prototype. For example, with respect to the Cities inSchools Component, evaluations should compare school systems and the institutions surrounding specific schools. See Berman and McLaughlin, Federal Program Supporting Educational Change, Vol. 1: A Model of Educational Change, (Santa Monica: The Rand Corporation, 1974).

(3) estimating the operational costs of replication and determining funding sources.

The replication phase of the program represents an effort to systematically formulate and specify in-depth the independent variables of the experiment, including the documentation of materials that effectively communicate concepts and skills, together with the methods of establishing styles for maintaining inter-active, trusting relationships among service providers and service consumers.

The process of replicating the prototype at limited sites should allow for the greatest experimental risks at the stage where the experimental numbers and related costs involved are smallest, and should provide evidence of prototype impact, costs and diffusability before major operational use is decided upon.

2. The Role of the Private Sector (See chart on page 25)

a. Institutional Development Corporation (IDC) (See chart on page 20B)

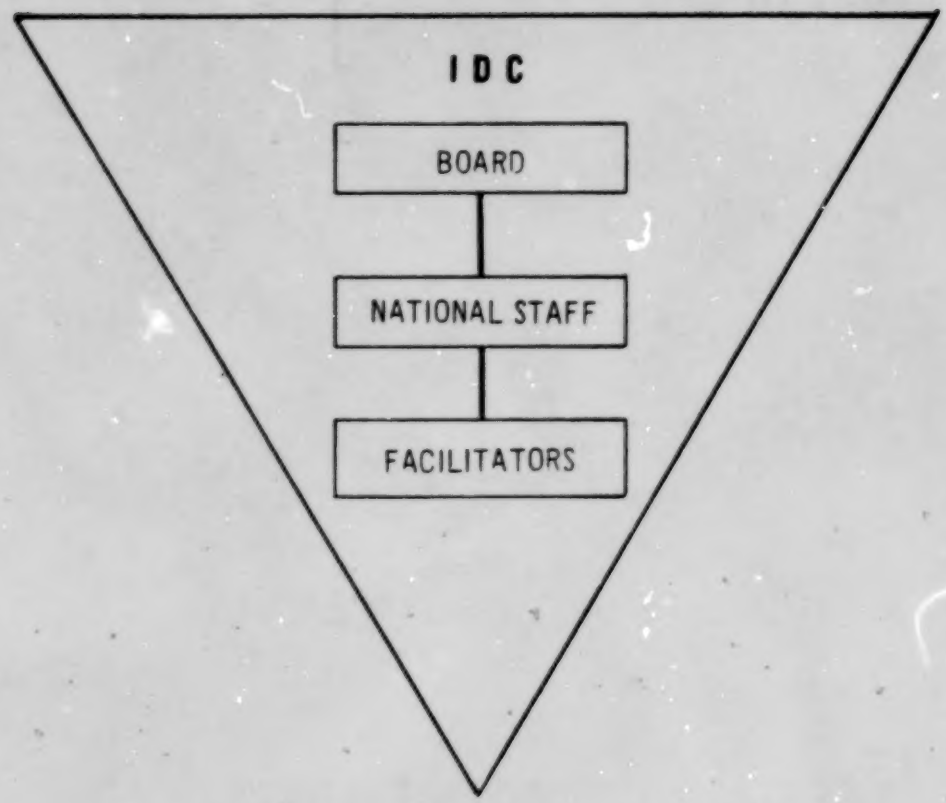
(1) Background

Human services are currently delivered through three entities: the three levels of government, the business community, and nonprofit or volunteer organizations. Very little coordination presently exists among these entities. The Integrated System will use the Institutional Development Corporation (IDC), a nonprofit consulting organization operating at the national level, to act as a catalyst for this coordination. (See chart on page ?). IDC will manage and control the private funds employed in the System. IDC will

17/ Although a private firm would initiate the evaluation, an effort must be made to institutionalize this project's evaluation so that it feeds automatically back into the management of the Integrated System. See discussion on institutionalization of evaluation feedback in Webb and Harty, Obtaining Citizen Feedback: The Application of Citizen Surveys to Local Governments (Washington: The Urban Institute, 1973).

PRIVATE SECTOR

- CORPORATION
- FOUNDATIONS
- NON - PROFIT ORGANIZATION
- RELIGIOUS ORGANIZATIONS
- UNIVERSITIES
- VOLUNTEERS


IDC
BOARD
NATIONAL STAFF
FACILITATORS

serve as the coordinating mechanism in the Integrated System by facilitating partnerships among local entities, the three levels of government, and the private sector.

IDC has had experience in Atlanta and Indianapolis in fashioning these partnerships with all three entities. IDC's ability to perform this coordinative function is derived from the strength of its relationships with private sector leaders of each community. IDC's experience has shown that reliance on a super-ordinate power, like the Federal Government, to accomplish the effective delivery of human services can be counter-productive. The local private sector must persuade the Mayor, City Council, School Superintendent and other agency officials to commit their resources and personnel to the project.18/

18/ In large measure, successful services intergration depends upon the leadership and talents of elected officials and staff assigned to build effective relationships. See Morrill, "Service Integration in the Department of Health, Education, and Welfare", Evaluation (1976) P. 54.

(2) IDC's Initial Activities in Prototype Development and Replication

(a) Private Funding

As an initial step towards the integration of the private sector into the System, private funds will support three local Facilitators in each project site and a small staff working with the System on the national level. Since successful implementation of the System requires coordination of all levels of government, the local Facilitators and the small national staff must remain independent of the struggles and jealousies which often exist among rival centers of government power. Independent funding will allow privately funded personnel to remain outside the present bureaucracy, enabling free movement and interaction among the various governmental components.

(b) Persuasion of Business Community

A second step involves the facilitators' persuasion of the business community. This community has been a traditional support of IDC's past projects and should provide an effective initial fulcrum for building consensus in a local community. 19/

(c) Persuasion of Local Officials

After support is generated in the business community, the next step is for business leaders, with the aid and direction of the facilitators, to introduce the System to public sector officials. Having his strongest and most influential constituents push for

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19/ Although the business community may often be the key fulcrum around the institution to be affected, it is important that the local project facilitators have a thorough understanding of the relationships between local institutions and the persons which influence them, whether politicians, interest groups or business groups. The initial activities at the local level must be based upon a knowledge of causal relationships. See Nelson, "Intellectualizing about the Moon - Ghetto Metaphor: A Study of the Current Malaise of Rational Analysis of Social Problems," Policy Sciences 5 (1974), p. 381.

the introduction of IDC's concepts into a community should assist in initiating and maintaining the Mayor's interest in the program.[20/] Moreover, because the business community is more stable than the political community, private sector commitment should assist in providing consistent development of the program without regard to change in political power.

(3) Brief Summary of IDC's Components and Basic Functions

IDC will operate with the following four components:

(a) Board of Directors, comprised of corporate, foundation, religious, union and community representatives.

(b) Small national staff.

(c) Local Facilitators, three per city.

(d) Local advisory boards, composed of local corporate, foundation, religious, union and community representatives.

Together, these components will perform the following functions:

(a) Coordinate public input, both resources and ideas, into the local projects by performing needs analysis and resource

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20/ To be successful, a service integration effort's impetus must continue to come from the full range of the local government's chief executives powers expressed institutionally through the surrounding staff agencies. Duane Scribner uses the somewhat euphemistic phrase "access to the mechanisms for administrative discipline within the executive branch" in discussing the effectiveness of the Minnesota Office of Program Development as part of the Governor's immediate office. See Scribner, Minnesota's Effort to Achieve Human Services Integration," St. Paul: 1974), p. 77.

correlation for all levels of government (i.e., broker resources that could be used by local projects).

(b) Coordinate private sector involvement.

(c) Establish an information network among all local projects and all levels of government (See Appendices A (Tab B) and E).

(d) Assist in the development of regulations and legislation to facilitate the construction and replication of local projects.

(e) Provide technical assistance to local projects.

(f) Train local Facilitators and interested institutional personnel (See Appendix F).

(g) Participate in planning and implementing a Federal strategy for the integration of human services, including the selection of prospective sites for replication.

(h) Develop a nationwide strategy for the use of volunteers.

b. Use of Volunteers

The Nation's history is marked by countless examples of individuals voluntarily helping others in need; whether the need was raising a house in pioneer America or resettling Vietnamese Refugees.

In spite of this fact, voluteer assistance is one of the Nation's most under-utilized natural resources. One problem is that specific needs are frequently not matched with a volunteer's specific skills. For example, the skills of an accountant may be used in selling cookies at a bazaar rather than in designing an effective financial control

system for a community organization. In that case, paid staff often spend more time handling volunteers than in performing their assigned task. The System will attempt to avoid this problem by matching volunteer skills with assignments.

Too often people look outside a disadvantaged community for volunteers rather than utilizing the resources of a local neighborhood to solve its own problems. For example, a mature community adolescent may be a much better reading tutor to a disadvantaged child than a suburban housewife, because the adolescent can relate more effectively to a younger child and provide him or her with an easily identified role model. The System will attempt to take advantage of a neighborhood's resources by using a number of volunteers who are residents of that neighborhood.

To provide the kind of comprehensive and caring human services needed by the problem-plagued youth of our cities, it is essential to secure, train and use a considerable number of volunteers.[21] The

[21] A substantial element of volunteers in the support staff of the proposed Integrated System is essential for three fundamental reasons. One is to maintain the low adult-to-youth ratio that is required to bring about the personal impact on individuals and their problems that can make more certain the human solutions we seek. A second obvious reason is to keep staff costs within manageable limits. And, finally, there is the necessity for maintaining, strengthening and estending the spirit of compassionate service that must undergird a truly effective human services delivery system. Volunteers with a clear service motive can be crucial elements in sustaining the kind of spirit that must illuminate the System.

System must re-allocate many volunteers from conventional, desk-bound assignments to direct, primary relationships with individuals. There is increasing evidence that such re-allocation can be made to work and that more effective services can be provided with only minimal increases in costs.[22/]

From among the college-age young people, the retired, unemployed, women and community people there is unquestionably a vast pool of talent and commitment upon which to draw. Yet, for them to be effectively used a careful strategy must be developed and an ongoing program for the training and personal growth of the volunteers must be established. The melding of volunteers with professionals is no easy taks in any enterprise. There are special problems in working with the troubled youth. However, there is no substitute for personal commitment on the part of caring adults. And, there is no substitute for personal, continuing relationships between those adults and the youth they are trying to serve.

22/ One recent report has noted:

> "The [private] sector ideally should not compete with government so much as complement it and help humanize it .... The sector should not be at odds with government, in other words, so much as outside of it and in addition to it.
>
> "In furtherance of its own role of serving the public interest, government at the same time should actively encourage a large and vigorous voluntary sector that can help carry the burdens of public services. For to operate effectively, and humanely, government must take care not to overload its own mechanisms by attempting to bring every public purpose under its direction and control."

See Visiting in America: Toward a Stronger Voluntary Sector, Report of the Commission on Private Philanthropy and Public Needs, (1975) p. 48.

3. The Role of the Different Levels of Government (see chart on page 27a)

a. The Federal Government

The role of the Federal Government will consist of leadership, coordination and early financial support.

(1) Federal Interagency Committee

Initially, the Federal Government will centers its involvement around an Interagency Committee on the Integration of Human Services (the "Committee") directed by a designated chairperson and comprised of the following agencies or organizations:

(1) Office of Management and Budget

(2) Department of Health, Education, and Welfare

(3) Department of Labor

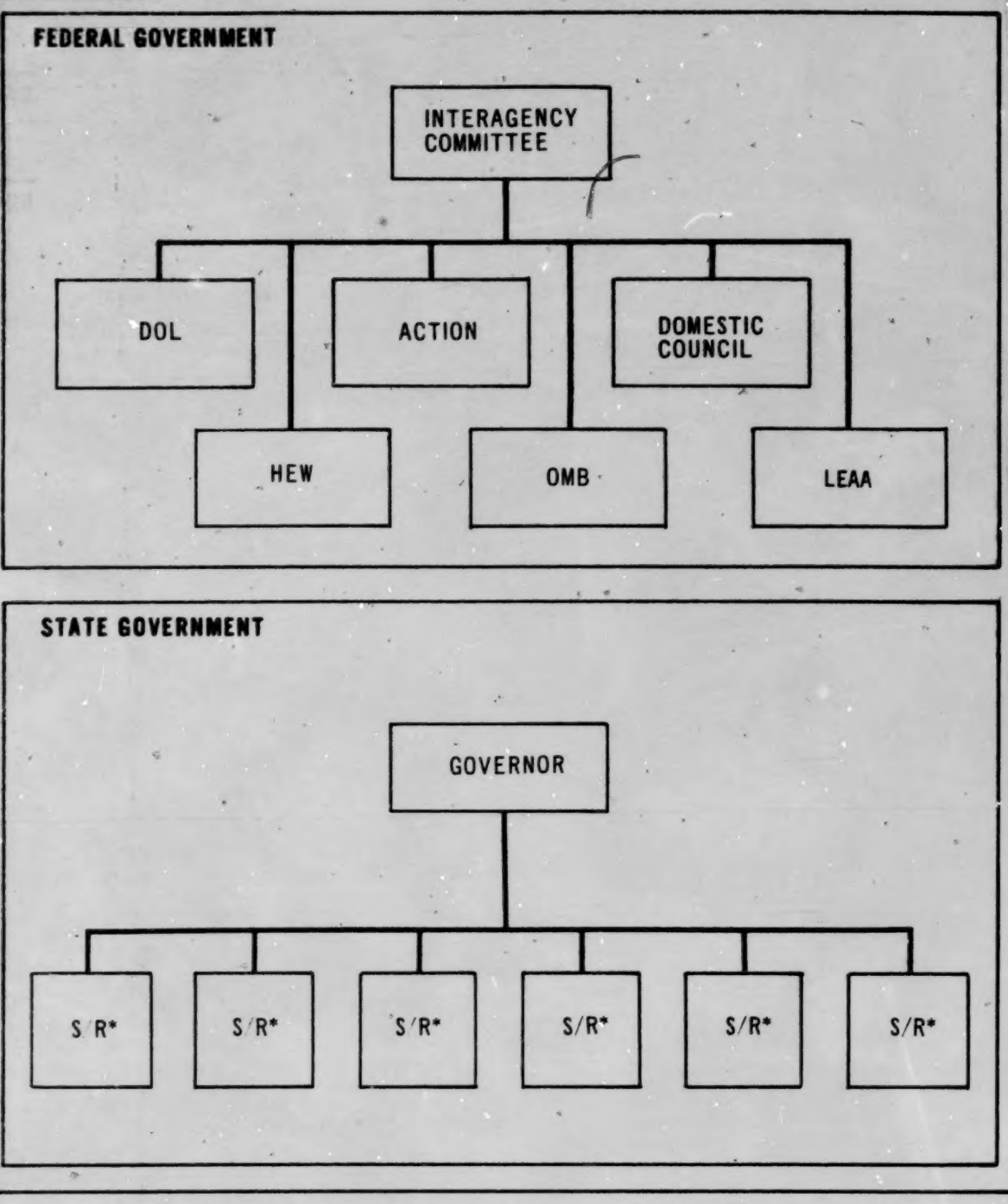
(4) ACTION

(5) Domestic Council

(6) LEAA

Each Secretary or Agency Director will assign a staff person to the Commitee who (a) believes in the ideas the concepts of the System, (b) has access to and credibility with the Secretary or Director, and (c) has a knowledge of the programs in his or her agency. Staff personnel must be familiar with their department's programs so that they will be able to identify resources and services which could be used to build, replicate and evaluate the prototypes and test the

GOVERNMENT



R* State /Regional Department, Offices Commissions, Agencies, Boards, etc.

effectiveness of their replication. Such staff personnel, together with staff assigned from the Departments of Justice, Commerce and Housing and Urban Development will comprise the initial working staff of the Committee.[23/]

(2) Committee's Incorporation of Other Successful Local Projects

One responsibility of the Committee's staff will be to develop a plan for the identification and evaluation of local projects which successfully integrate services and, where appropriate, integrate the theory or structure of these projects into a prototype. Emphasis will be placed on projects which have worked in practice and which have demonstrated stability over a period of time. The plan for identification, evaluation and integration should include:[24/]

(1) An intergovernmental and interagency system (perhaps employing the Federal Regional Councils) for identifying, reviewing and evaluating successful local projects. The Department of Health, Education, and Welfare's Project Share presently receives some useful information which could become part of this system.

23/ The interagency aspects of this Committee are necessary to coordinate activities at the Federal level. As one policymaker has stated:

> "One agency pursuing a policy of comprehensive services integration is pursuing an exercise in futility. HEW pursuing whatever new authority it may acquire under the Allied Services Act may achieve little success if the same level of enthusiasm for the concept is not shared by the other national domestic agencies." See "Services Integration Analysis & Conclusions," in Human Services Integration, American Society for Public Administration, (1974) p. 80.

24/ The plan for evaluation must address the issue of institutionalizing the evaluation process in the Integrated System so that it will be an integral part of the management of the system. On the institutional means of achieving this objective, see, generally, Joseph S. Wholey et al., Federal Evaluation Policy (Washington: The Urban Institute, 1973).

(2) A method for evaluating those promising projects which the Committee Staff deem worthy of further review and which present some indication that they could successfully be incorporated into the developing prototypes.

(3) A method for testing the feasibility of incorporating the successful project into the developing prototype and for evaluating the likelihood of successful replication of the project on a wider scale.

In addition to providing input into local efforts, the Committee's Staff, would also attempt to translate what is learned through the local projects into social policy (i.e., legislation, regulations, reorganization and budgeting priorities) which will enable rather than inhibit the integration of human services at the local level.

(3) Special Assistant

The Committee Staff will be directed by the Federal Special Assistant, The Assistant will perform the following functions:

(1) Inform Federal agencies of the System and describe its structure and process;

(2) Coordinate and integrate the delivery of services for comprehensive prototype development (among Federal agencies, i.e., HEW, HUD, Labor, Justice, etc.) for implementation by local officials;

(3) Insure that the System would require only a minimal amount of money;

(4) Cooperate with the White House staff in acting as a liaison for the System among all aspects of the three governmental levels; and

(5) Chair the working staff comprised of personnel assigned to this project by the heads of the agencies mentioned above.

b. State Government

At the State level, the System will be coordinated through existing State personnel who will act as liaisons to the Special Assistant, local governments, State legislators, and private sector resources. Each State's official liaison to the System will perform the following tasks:

(1) Insure coordination of State funds with Federal and local funds;

(2) Insure cooperation among Federal, State, and local lines of authority;

(3) Identify and coordinate resources that could assist in the funding of the System at the local level;

(4) Make available any training funds or loaned personnel for local use;

(5) Monitor demonstration project progress and assist when requested; and

(6) Develop a State strategy for including more cities as demonstrations prove effective and new prototype extensions become available.

c. Local Government

At the local level, the mayor and other public officials will reinforce the Federal and State commitment to the System by implementing an effective structure for the integrated delivery of social services. The System could be implemented by an Advisory Board, the three local project facilitators, and staff detailed from public and private agencies or organizations. The Advisory Board could consist of (a) representatives from agencies or groups who have assigned staff to the local project, and/or (b) members selected by the facilitators on a city-by-city basis. The facilitators would be funded by the private sector.

Working with the mayor and other public officials, the Facilitators and Advisory Board would perform the following functions:

(1) Generate objectives for the demonstration project;

(2) Agree to specific objectives for the staff of the participating agencies;

(3) Coordinate training;

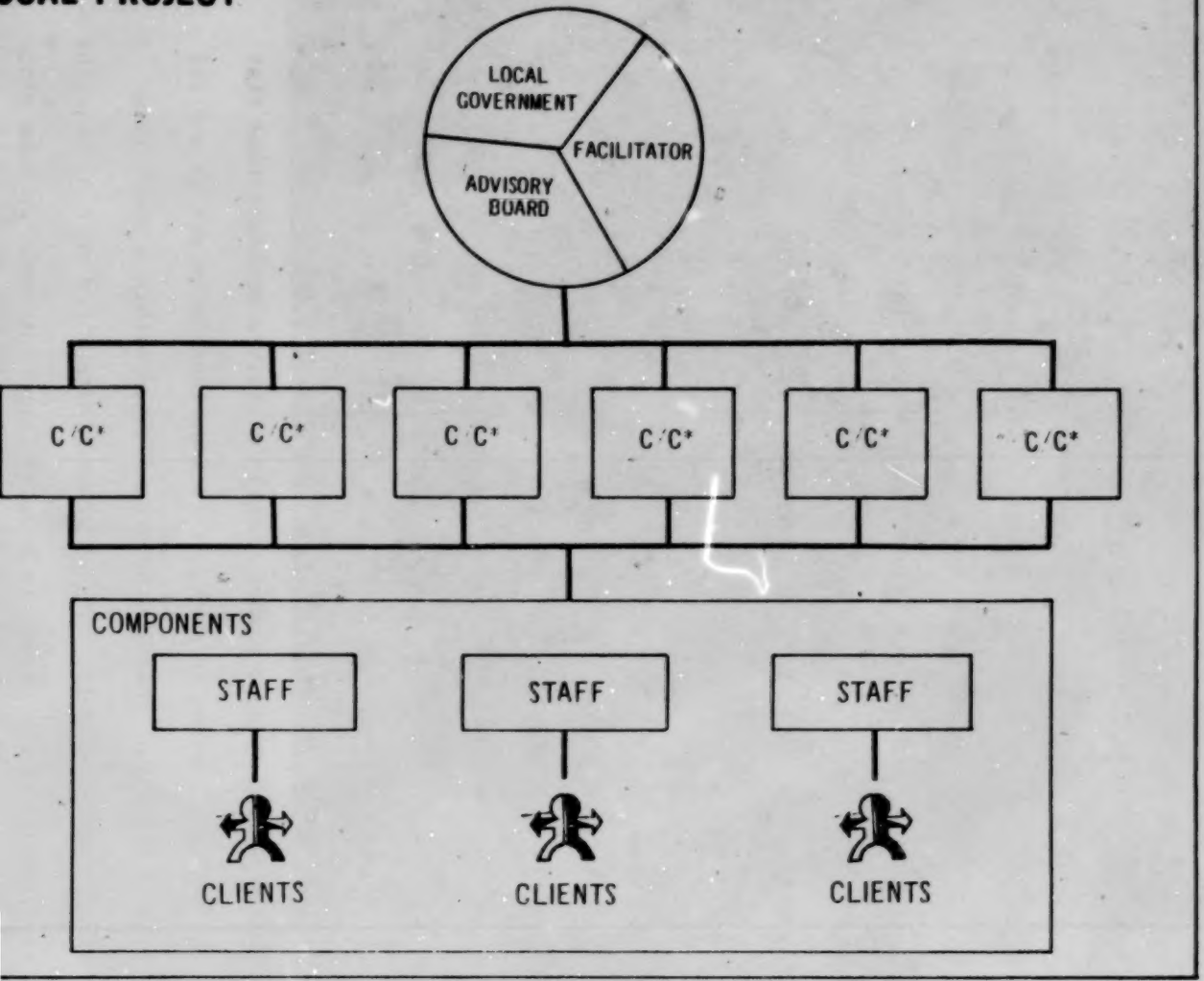
(4) Monitor progress;

(5) Identify and coordinate resources that could assist in funding the project;

(6) Obtain cooperation from such groups as the United Way, religious organizations, local foundations, business and community leaders; and

(7) Develop a city strategy for expanding the demonstration project to all underserved areas of the community.

OCAL PROJECT



City County
Department, Offices
Commissions, Agencies
Boards, etc.

4. Activities at the Project Level

a. Cities in Which Cities in Schools Component Presently Operates

In Atlanta, Indianapolis and New York, where the Cities in Schools Component is presently operating, the Integrated System will begin the development of a more comprehensive prototype by expanding the coordination and delivery of services around that component. This expansion will proceed on a experimental basis and would be initiated by the Project Facilitators in the manner described above in pages 20-21.

b. Six City Sites for Replication

(1) Importance of a Visible Manifestation

Inherent in prototype development and replication is the trade-off between proceeding too quickly and going too slow; on the one hand, the continuing decay of urban America argues for speed, while on the other hand, the inefficiencies of past efforts argues for caution. Because political realities will insist that the System should produce rather quickly a visible manifestation that the effort is going to work, it is important to select as a first product something that can be accomplished within a short time without abandoning the long-range work plan. For this purpose the replication of the Cities in Schools Component ought to take place quickly so that the project can point to a successful replication. For this reason, simultaneously with the development of the prototypes, the System will begin to build a foundation for replication in seven cities.

(2) Activities of Project Facilitators

Responsibility for such replication will be given to three privately funded local Project Facilitators employed by IDC. The three Facilitators:

(a) should have a thorough, working knowledge of the concept (ideally, those persons should have worked in one of the prototype projects for a period of time),

(b) should have a thorough, working knowledge of the city so that they are familiar with the personalities and resources of the community site for replication, and

(c) should have the ability to perform the following tasks:

(i) -- disseminate knowledge about the urban prototypes to a broad cross-section of the community (i.e., city administration, board of education, business community, private agencies, community groups, etc.).

(ii) -- select a target neighborhood in the city.

(iii) -- identify social service providers working within the target area and determine the present cost of providing these services.

(iv) -- identify the local street and neighborhood power structure and persons from the neighborhood who could be employed to participate in the project.

(v) -- build a local resource committee to help spread the concept, solicit start-up funding, and devise a plan for specific implementation.

(vi) -- take pivotal people to the urban prototypes in the Atlanta, Indianapolis, New York areas for training and observation.

(vii) -- bring creative input from new discoveries within the three demonstration cities to be applied to the particular community, improved or sharpened to meet local needs.

The specific activities for replicating the prototypes will vary from city-to-city. The project must be flexible enough to adapt to the peculiar circumstances of a given inner-city neighborhood. Some basic direction, however, is necessary. Replication of the prototypes should always be tailored to the local needs of a given community. The Integrated System must be built from the local level - not by mandate from above.

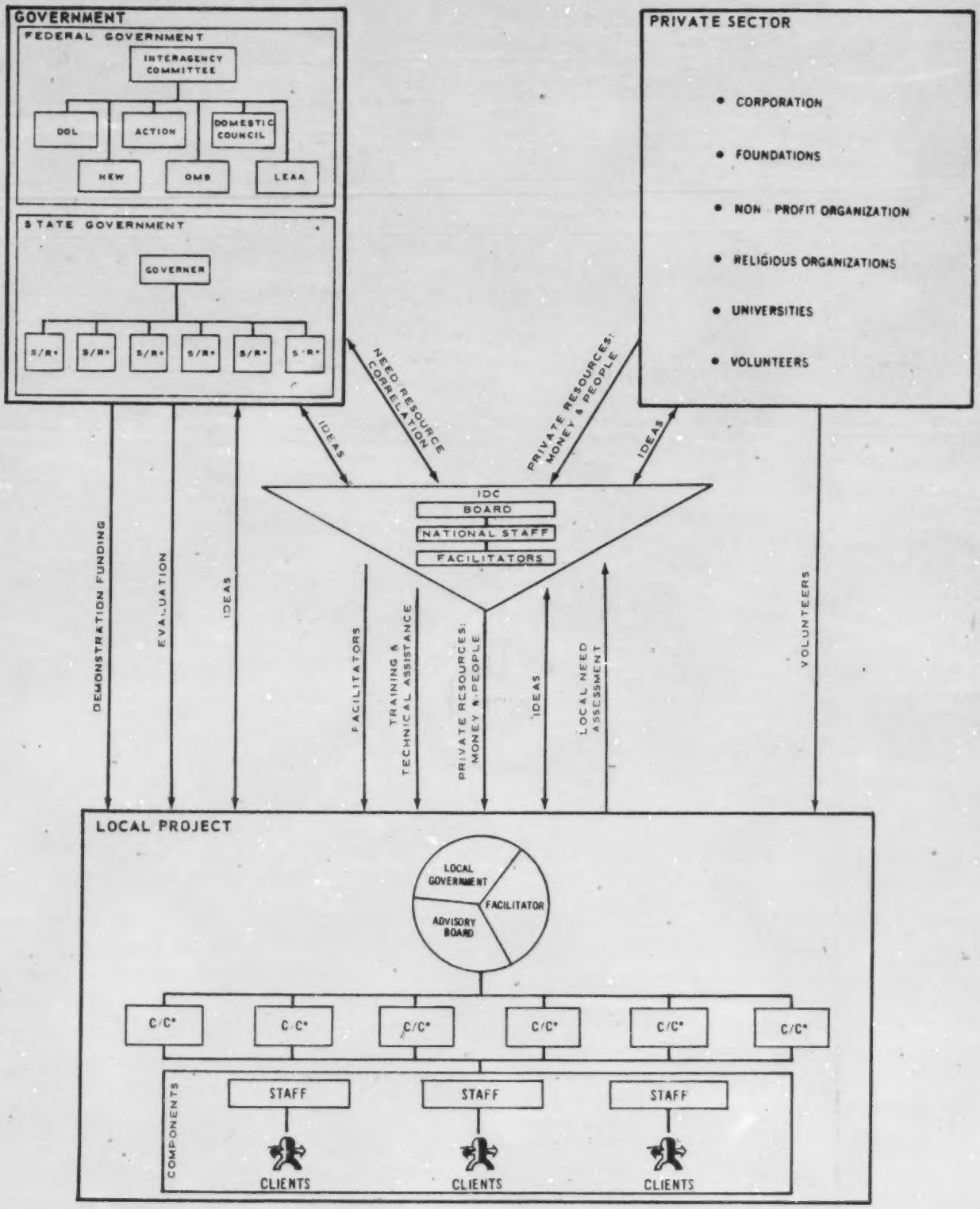
5. Macro Overview

At the macro level, the proposed system represents a partnership among three major components: the three levels of government, IDC and the local projects.

Each of the three components has an important part to play in the System's success. Like a three-legged stool, each component must do its share if the System is to stand.

The following diagram illustrates the necessary interrelationship.

STRUCTURE OF INTEGRATED SYSTEM



S/R* State/Regional Department, Offices Commissions, Agencies, Boards, etc.

C/C* City/County Department, Offices Commissions, Agencies, Boards, etc.

Initially, the profile of the Federal government must be a low one in respect to its relationships with the local area. As the prototypes and replications proceed, IDC will be able to funnel more sophisticated information regarding needs and resources to the Federal government, thus providing much needed input for social regulations and legislation. As this process takes place, the Federal role becomes eminently larger, but the Federal Government must avoid upsetting the strong public and private sector partnerships established at the local level. The studies in Appendix G depict the necessity of these partnerships if all resources are to be utilized effectively.

Critical to the working relationship among the three parts is the communication flow of data and information. For this reason a management information system will be designed expressly for this system oriented towards providing timely, accurate data and information among the Federal Special Assistant, IDC and the local operating entities. This system is described in Appendices A (Tab B) and E.

6. Risks, Problems and Difficulties in Establishing an Effective Integrated Delivery System

There are many risks and problems inherent in the implementation of the concept. Perhaps the most difficult problem is the requirement that different organizational entities cooperate. Cooperation in an effective partnership means that each entity (Federal government, local service provider, IDC, etc.) must relinquish some autonomy to insure more effective service delivery. Because of the large number

of competitive service providers and the complexity of delivery systems in urban city areas, coordination of services is more difficult in the major urban areas than in smaller cities.[25/]

Such cooperation takes time to develop and no one can guarantee that the integrated system will succeed. Indeed, precedent and tradition point to the conclusion that success will be difficult to achieve. Organizational self-interest will resist change; politicians will want to use the program for personal benefit; service providers will have to adjust to new lines of authority and responsibility.[26/]

Constructing an efficient delivery system requires an immediate, assiduous application of the Government's energies and resources. Specifically, at least four obstaces must be overcome in the initial stage of the project:

a. Comprehensiveness of Services

Merely attending one need among many will not suffice; poor individuals and families normally have multiple problems which are generally quite complex and long-standing. These problems require assistance or service in a wide variety of areas, including income maintenance, health, job assistance,[27/] education and training.

25/ See Morrill, op. cit. P. 54.

26/ The very pluralism of the human services delivery structure can constrain Government officials, since so many actors have at least a partial veto power over service integration by virtue of having some role in services delivery. See Callahan, "The Intergovernmental Dimensions of the Allied Services Act" in Human Services Integration, American Society for Public Administration (1974).

27/ Although not discussed in detail in this paper, one of the most important elements in expanding the Cities in Schools Component will center around youth employment. Some of the principles with which this project will experiment are found in Levitan, Sar A., and Taggart, Robert. "Twentieth Century Fund Task Force on Employment Problems of Black Youth: The Job Crisis for Black Youth," Journal of Economic Literature (December, 1972) p. 1335.

b. Long-term Nature of the Effort

These problems cannot be solved by transitory solutions; they require sustained attention over substantial periods of time.[28/] The social and economic rehabilitation of poor families and individuals requires a long-term effort, coordinating the delivery of a variety of services in an integrated personal structure.

c. Coordinated Team Effort

Bureaucratic lethargy must be replaced by an Espirit de Corps. Social workers must reject half-hearted efforts and demand excellence from each other. Service providers must be knowledgeable, diplomatic, patient, committed and accountable to the other purveyors

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28/ Although the effort must have long-range goals, as discussed in Appendix A (Tab A), it is important to have visible manifestations of the effort as soon as possible. The refinement of the Cities in Schools Component and its expansion and replication in the short term are essential elements in this proposal.

Sar Levitan and Bob Taggart have noted the importance of such a short term effort:

> "The most pervasive shortcoming of the Great Society was its underestimation of the scale of domestic problems and the distance to be covered in providing even minimally for the welfare of all citizens. More was promised than could be delivered, and failure to achieve overly ambitious goals obscured the substantial progress which was being made.
>
> "These shortcomings, though real and serious, were the results of farsightedness not shortsightedness. Cities of the welfare state have charged the Great Society with myopia, but, in fact, they were more often suffering from this affliction." See Levitan and Taggart, The Promise of Greatness (Harvard University Press, 1976) p. 290.

of human services. An integrated, personal structure -- which delivers services in a manner similar to members of a family helping each other -- should create a climate of receptivity and trust on the part of the individuals and families.

d. Restructuring of Bureaucratic Priorities

Comparmentalized bureaucracies at the local level are not only inaccessible to many poor people, but are frequently preoccupied with their own bureaucratic survival or professional identity. Emphasis is often given more to administrative functions and grantsmanship than to attending to the needs of the poor. These bureaucracies must rearrange their attention and blend their professional identities so that they are accountable to each other and so that the care of the poor is their main concern.[29/]

Dr. Larry Lynn of Harvard University has well articulated the problem inherent in reorganizing executive agencies:

> "To policy-makers, reorganizing an executive agency is not simply an issue of how to improve the effectiveness or efficiency of agency operations and services. Though their rhetoric may suggest that 'responsiveness' or 'efficiency' or 'quality' are the issues, advocates of reorganization often have any of several other objectives in mind.

29/ Changing bureaucracy to make it more responsive and innovative to citizens' needs is a mammoth task. The strength of entrenched bureaucrats and the operational modes of contract compliance and routine administration all oppose innovative change. The bureaucracy is focused on process not substance and output rather than outcome. Levine, Public Planning (New York: Basic Books, Inc., 1972), pp. 150-152.

> "For example, proposing reorganization may represent a symbolic declaration of intent to challenge entrenched interests, to take the initiative on behalf of those seeking to change or 'shake up' the system. It may represent a more specific political challenge to specific vested protectors on the defensive and of eroding their power and credibility. It may represent an attempt to gain greater control over an existing organizations and its resources by mandating change and then controlling or influencing the steps necessary to carry it out, e.g., the filling of new positions, the reallocation of payroll and budgets, the definition or refocusing of organizational missions. depending on the form it takes, reorganization may be seen as a way to increase the scope of an agency's responsibilities and enlarge its budget and personnel, as a way to weaken or eliminate competing organizations, or as a way of increasing the visibility and apparent priority of an agency's missions and programs." 29/

Although service integration will not be easy, and the risk of failure is clear, without attempting cooperation our Nation's cities may continue to deteriorate.

30/ See Lynn, "A Study of the Public Policy Process", Evaluation Vol. 3 (1976) P. 61; for a further discussion of these ideas see Harold Seidman, Politics, Position and Power. New York: Oxford University Press, (1975).

IV. IMPLEMENTATION PLAN

A. PROTOTYPE DEVELOPMENT

During the 12-month period beginning June 1, 1977, in each of the three prototype cities (Atlanta, Indianapolis and New York) the System will attempt to develop the prototype around the Cities in School Component by expanding service offerings, further developing present models, enlisting other local providers in the prototype of integrated service.

PROJECTED ACTIVITIES JUNE 1, 1977 TO MAY 31, 1978

	Number of Components	Youth Effected	Staff	Participating Agencies
Atlanta	9	1,080	135	16
Indianapolis	9	1,690	202	15
New York	3	400	43	3
	21	3,170	380	34

Of the 21 components, 19 will attempt to further develop the Cities in School model for different groups of students: 9 will service high school students, 4 will service dropouts, 2 will service junior high students and 4 will service elementary school students. The remaining 2 components are new efforts which have been designed in conjunction with the Indianapolis School System to meet particular problems. The first is an attempt to develop a constructive alternative to student suspension. The second is related to the suspension effort while at the same time geared towards a better use of the students lunch break. The schedule for implementation of these 21 components is shown on the following page.

SCHEDULE OF IMPLEMENTATION

June 1, 1977 - May 31, 1978

ES - Elementary School MS - Middle School HS - High School DO - Dropout

ATLANTA

Months

	J	J	A	S	O	N	D	J	F	M	A	M
Area I												
1. Peebles St. Schl (ES)				150 youth / 12 staff								
2. Brown Learning Cr. (DO)	100 youth / 12 staff											
Area II												
3. Carver (HS)				160 youth / 22 staff								
4. Learning Ctr (DO)									100 youth / 22 staff			
Area III												
5. Learning Ctr (HS)	110 youth / 14 staff											
6. Learning Ctr (DO)	80 youth / 12 staff											
Area IV												
7. Martin L. King Jr. (MS)									120 youth / 20 staff			
8. Smith (HS)	100 youth / 12 staff											
9. Learning Ctr (DO)	160 youth / 18 staff											
Total Youth	550			860					1080			
Total Staff	68			102					135			
Ratio: Youth to Staff	8.1			8.4					8.0			

SCHEDULE OF IMPLEMENTATION

June 1, 1977 - May 31, 1978

ES - Elementary School MS - Middle School HS - High School DO - Dropout

INDIANAPOLIS	Months J	J	A	S	O	N	D	J	F	M	A	M
1. Tech 300 (HS)	480 youth 66 staff	_ _ _ _		600 youth 83 staff								
2. In House Suspension	150 youth 14 staff											
3. Attucks (HS)	120 youth 13 staff	_ _ _ _		120 youth 18 staff								
4. Wood (HS)	80 youth 6 staff	_ _ _ _		120 youth 18 staff								
5. Arlington (HS)	100 youth 5 staff	_ _ _ _		120 youth 18 staff								
6. Indy Prep (HS)	180 youth 17 staff											
7. PS 101 (MS)	80 youth 7 staff	_ _ _ _		120 youth 13 staff								
8. PS 45 (ES)	80 youth 9 staff	_ _ _ _		120 youth 13 staff								
9. Lunch Program				160 youth 8 staff								

Total Youth	1270	1690
Total Staff	137	202
Ratio: Youth to Staff	9.3	8.4

SCHEDULE OF IMPELEMTATION

June 1, 1977 - May 31, 1978

ES- Elementary School MS - Middle School HS - High School DO - Dropout

NEW YORK CITY	Months J	J	A	S	O	N	D	J	F	M	A	M
1. Julia Richmond (HS)	200 youth 10 staff	- - - - -		200 youth 26 staff								
2. Bronx PS 114 (ES)	120 youth 7 staff	- - - - -		120 youth 13 staff								
3. Harlem (ES)				80 youth 4 staff								
Total Youth	320			400								
Total Staff	17			43								
Ratio: Youth to Staff	18.8			9.3								

The precise course of prototype development in a given city is dependent on the distinct demographics and idiosyncrasies of that city and on the character of that city's public and private agencies. The following plan for Atlanta is used as an illustration of the steps necessary to develop the prototype in a city.

B. ATLANTA IMPLEMENTATION PLAN[31/]

1. Introduction

The Atlanta Project intends to establish "Cities in School" Components for four different types of youth: elementary students, middle school students, high school students and dropouts. Because the Atlanta Public School System is divided into four geographic areas, the Atlanta Project has a prototype target of establishing four different components in each geographic area for a total of 16 component sites. In the next year Atlanta intends to have nine of the 16 proposed components in operation.

The schools give obvious entree to the youth who, in turn, give entree to their families. Basic to the project is the belief that families must be strengthened if they are to fulfill their role of parenting. Without strong families the neighborhood weakens. Weakened neighborhoods turn against their youth by providing destructive and despairing environments. Fortunately the opposite is also true. Strong and hope-filled families infuse life into their neighborhoods.

The Atlanta strategy derives from the belief that the entry point for constructive and creative change is youth. The Actors and Issues discussed below have the potential to generate substantial impact on, not only the school and aged youth, but also their families and neighborhoods. The sixteen projected sites provide geographic breadth, fulfill urgent needs and offer direction for future planning in human service delivery design. Figure 1 locates the sites in the four Atlanta Public School Administrative Areas. As marked, the project has initiated activity in seven of the desired locations. Area IV has the greatest amount of activity but in all Areas the impact extends beyond the primary target youth population. Also the structure and responsibility of the staff lends itself to a widening or spiralling out impact that includes whole families and neighborhoods. This design makes possible the inclusion of drug abuse prevention programs, job development programs, mental health programs and even senior citizen programs and others. This inclusion process is a natural or evolutionary once since it follows the logical progression from individual needs to family needs to neighborhood needs.

31/ This plan was developed and written by local project personnel in Atlanta.

FIGURE I — Site Location of Components

Level	Atlanta Public School Area 1	Atlanta Public School Area II	Atlanta Public School Area III	Atlanta Public School Area IV
Elementary	D Peebles St. School			
Middle				P Martin L. King, Jr
High		D Carver H.S.	X Area Learning Center	X Smith H.S.
Dropout Satellite Learning Center	X Brown Learning Center	P Learning Center	X Learning Center	X Learning Center

X - Denotes operating component
D - Denotes developing component
P - Denotes proposed component for year - June 77 - May 78

Complete development of the sixteen local sites would represent fulfillment of the prototype stage. An objective of the prototype process centers on the ability of agencies to internalize the concepts underlying the prototype structure. As this evolves, the development of sites beyond the original sixteen should occur through normal agency planning.

2. Actors and Issues

The list below identifies the key Actors in the project and why they must be involved if the project is to succeed.

Actor	Rationale
City of Atlanta	Controls large number of human service resources; can influence federal and state dollars; can attract broadbased support.
Atlanta Public Schools	Has jurisdiction to house primary target population; controls target facility (the local school) and teachers; can influence federal and state dollars; can attract broadbased support.
Fulton County Commission	Controls large numbers of human service resources; can influence federal and state dollars; can attract broadbased support.
State of Georgia	Controls large numbers of human service personnel; can influence federal and state dollars.
Private Sector	Influences creation of and priortizing of issues facing the City; controls many dollars; provides access to key officials (agency and public).
United Way and Private Agencies (including Congreations)	Represent large numbers of human service resources; represent broadbased private financial commitment of the City; can attract broadbased support.
Local Neighborhood	Represents primary beneficiaries of the project; controls short and long term effectiveness of the project.

Certain issues must be addressed for the project to function and have long range viability. Below is a listing.

Issues	Importance
Project Objectives	Must be stated in general terms by the Facilitators; must be specific enough to include participating agency needs; must receive commitment and support of participating agencies.
Control	Must represent agency interest and policies through a mechanism that makes cooperation possible; if not easy and natural.
Local Site Selection	Locations selected on basis of existing need and feasibility of having need addressed by existing human service resources.
Staffing	Must obtain commitment from agencies to involve staff possessing proven skills plus the ability and desire to work as a member of a multi-disciplined team.
Training	Must begin prior to project start-up; must include the opportunity for mutual understanding of job functions among staff members; must be conducive to each staff member being committed to both his/her agency objectives and overall project objectives.
Evaluation and Monitoring	Must accurately measure service effectiveness to make possible long-term commitment to the project by participating agencies; data to be available prior to end of project year to gain agency commitments for the following year; must include course correction mechanism to reflect information gained.
Overall Strategy for the Future	Development of joint proposals demonstrating agencies' commitment to the project success as evidenced by their assuming financial responsibility for staff; development of plan for broadening concept as project results justify.

3. Step-by-Step Strategy with the Actors

a. City of Atlanta

(1) Talk with George Berry (Chief Administrative Officer) about a Facilitator working with Terry Allen (Director of Youth Development for the Bureau of Human Services at the Department of Community and Human Development).

(2) Gain commitment from the Mayor to support the project.

(3) Meet with Terry Allen and discuss goals of the project and the arrangement with the Carter Administration; emphasize the implication on the Department of Human and Community Development, especially the Youth Development section; gain Allen's willingness to work with the project and his support to pursue:

- o Hiring of present Smith project staff via State Crime Commission grant.
- o Institutionalization of present eligible Atlanta Street Academy staff into appropriate City agencies via federal funding disengagement formula.* (Disengagement formula gives time to work on the City Council to get them to appropriate dollars to keep projects going.)
- o Planning strategy for Departments of Community and Human Development; Parks, Libraries and Cultural Affairs; and Public Safety involvement in additional projects in the City.

(4) Go to Commissioners Gibson (Dept. of Community and Human Development), Eaves (Dept. of Public Safety), Moore (Dept. of Parks, Libraries and Cultural Affairs) and Mastroianni (Bureau of Parks and Recreation under Commissioner Moore) and explain Section 3.

(5) Ask each agency head to provide input for evaluation design so that a go/no decision can be made on the basis of proper information.

* It is proposed that the federal government provide seed money to initiate the Integrated Human Service Delivery System by means of 100% fundings for the first year; 75% funding for the second year; 50% funding for the third year; 25% funding for the fourth year. Beginning with the fifth year, it is anticipated that participating agencies would assume full responsibility for project's continuation.

b. Atlanta Public Schools

(1) Share plan with Dr. Alonzo Crim (Superintendent) and get his solid endorsement of the sixteen sites. It would be important for Dr. Crim to understand the City's commitment (i.e., Mayor Maynard Jackson) to the project and the commitment of other influential persons including State Superintendent Jack Nix and the Commissioner of the U.S. Office of Education. Getting solid support from Dr. Crim is essential if we are to be successful in an approach to Barbara Whitaker (Assistant Superintendent for Community Affairs). In a sense this would greatly expand her present project responsibility.

(2) Share the plan with Mrs. Whitaker and get her support. Ask her to suggest sites where she thinks the project could be successful (i.e., what principals would be able to work with "outside" agencies?) Explain that we are in the pre-proposal stage and need to assemble a strategy for the Area Superintendents and the Cabinet in general and ask her advice on how to go about it.

(3) Meet with each Area Superintendent and explain total project along with local area plan. Obtain suggested list of sites for projects in each area.

(4) Meet with Board of Education members and provide a general progress report on:

- o History of EXODUS relationship with the Atlanta Public Schools.
- o Present status of project in the Atlanta Public Schools.
- o National interest in Atlanta Public Schools' efforts (HEW site visit).
- o Expansion plans of the project and interest/support from the City of Atlanta and Atlanta Public School staff.

(5) Solicit Board member input on local site selection.

(6) Meet with possible local site school principals at the request of the Area Superintendents (and with Area Superintendents if they wish) to explain project and its dependency on a principal who is capable of dealing with it. Emphasize how this must be the school principal's project.

c. Fulton County Commission

(1) Schedule appointments with several key commissioners, e.g., Brown Farris, Dodson. Also arrange to meet with Sam Brownlee, County Manager. Share overall plan for the City stating the City and Atlanta Public School support and current hookups with Juvenile Court and the Department of Family and Children Services plus efforts with health groups. Obtain commitment to disengagement formula funding strategy.

(2) Discuss plan for hiring of present project staff into current positions in Department of Family and Children Service, Juvenile Court, Health Department, etc. as per the Smith plan via the State Crime Commission only using federal money on a disengagement formula.

(3) Meet with agency heads and explain strategy especially disengagement formula funding; note go ahead from the Commissioners; state that time will lock in the Commission if evaluations justify.

(4) Ask for local site selection suggestions from agency heads.

(5) Ask for input from agency heads on evaluation and monitoring factors needed for a positive decision on continued involvement with the project.

d. State of Georgia

(1) Governor's Office

- o Meet with Governor to provide a thorough understanding of the project.
- o Explain specific endorsements in Atlanta, Macon and Gwinnett (See article, page 62).
- o Ask for liaison person with the Governor's office to whom the Facilitator can report and who can offer assistance on funding coordination and program development with other departments in the State.

(2) Department of Human Resources

- o Meet with Bill Jamieson (Assistant Commissioner and Boisfeuillet Jones (Board of Directors) separately.
- o Set up (via Jamieson) a meeting with Dr. Douglas Skelton (Commissioner of the Department of Human Resources) to share history (including DHR role) on the project and the

Like 'Exodus Inc.'

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'Problem Child' Program Target

By BRENDA TAYLOR
Lifestyle Editor

If you can't get the "problem child" to the services, you take the services to the problem child. That's what a special demonstration project for juveniles in Atlanta does. And that's what many community and educational leaders would like to see done in Gwinnett County.

The seed for such a program was sown Thursday night when about 30 persons met in Lawrenceville to discuss launching a local program similar to Atlanta's "Exodus Inc."

The meeting at the Education Administration building was organized by the Gwinnett Board of Education and Supt. J.W. Benefield. Among those attending were county commission chairman Wayne Mason, commissioner K.C. Bowen, Judge Reid Merritt, county district attorney Bryant Huff, Sheriff W.J. Dodd, Family and Children's Service director Fred Webb, and representatives from the Mental Health Department, Economic Opportunity Atlanta and special educational services.

The project would be a cooperative effort of several public agencies that now deal with problem youngsters and would bring together all the educational and social health services that those children need. A unique feature of the program is that the services would all be brought together during the regular school day, at the child's school.

The project would work: A target population, say 120 students, would be identified to participate in the project. Each participating agency would assign one of its employes to work with the identified young people. For instance, there might be a policeman, Family and Children's Service worker, Economic Opportunity Atlanta employe, a juvenile court worker, health department nurse, recreation leader and mental health staffer.

Meeting daily at the school, these persons would work with the student's teachers and principal to provide everything that child needed to become a more responsible and well-adjusted member of society. An obvious advantage of having everyone work together is the sharing of information and efforts to better assist the total child.

An example that came out in Thursday night's discussions: A counselor from mental health may be working with a child and his family to help correct particular problems which he already has identified. The teacher in the classroom, unaware of the family situation or the counselor's work, may react to a behavior problem in just the opposite way that he or she should. If the mental health worker and teacher, along with any other agencies that might be involved in serving the child, could pool information and professional efforts, however, such instances could be avoided.

Neil Shorthouse, vice president of Exodus Inc., met with local leaders Thursday night to explain how the project is working in the three cities where it is being tried. Still on a trial or demonstration basis, the program is in schools in Indianapolis, New York and Atlanta.

Shorthouse said concerned persons had been trying to approach youth problems on "some type of coordinated basis" for several years.

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overall and local strategy site development of Macon and Gwinnett. Mention Mrs. Carter's view of the project as fitting into a health strategy.

- o Ask for directions to locate current project staff within DHR. Discuss merit system problems asking for a plan to avoid derailment by the merit system.

- o Ask for ways DHR personnel or positions might be used to employ staff to expand the Atlanta projects.

- o Discuss role of DHR throughout the State especially in emerging areas of Macon and Gwinnett. Mention that the word is getting out.

(3) Department of Labor

- o Meet with Commissioner Sam Caldwell to provide update.

- o Share their role locally especially in the Carver project but also in Macon and Gwinnett to make the job placement proposal possible along the lines of the Technical Development Corporation.

(4) Department of Education

- o Meet with State Superintendent Nix and Deputy Superintendent Edwards to provide update.

- o Ask for assistance on funding coordination especially for remedial education in districts willing to participate in the project. This would increase their interest in participating and get more mileage out of the educator who would, in effect, be working in a supportive multi-staff setting.

e. Private Sector

(1) Identify key Atlanta power persons

- o Provide them with a thorough update.

- o Share Atlanta plan.

- o Explain role of Facilitators

- o Seek advice on the funneling of money from outside, i.e., is the Metropolitan Foundation a possible conduit for Facilitators?

- o Share vision that all youth serving agencies be in a synergistic relationship with each other and the implications of this relationship on the Atlanta Public Schools.

- o Explain how foundations and agencies over which the private sector has control can promote cooperation instead of competition.

- o Solicit volunteers to provide direct service support through tutoring, counseling, job training, outings, etc.

- o Solicit loaned personnel to focus corporate teaching and training resources on project sites to involve corporate and community resources in neighborhood planning, housing rehabilitation, local business development and management, etc.

f. United Way and Private Agencies

(1) Get support behind Carver project as an immediate project which needs support and how it would provide a tangible illustration of the direction of future projects.

(2) Use influence to get United Way leadership to bring their resources to the Carver project.

(3) Explain concept to Messrs. Hicks and Aft (Director and Associate Director) using Carver proposal as an illustration of their potential involvement.

(4) Request a listing of agencies that could possibly participate such as Child Service and Family Counseling Center.

(5) Discuss plan to hire present project staff by appropriate agencies and pursue the expansion (including Carver) of the project with United Way agencies participating on decreasing government funding formula.

(6) Along with power broker assistance, request that they (Hicks and Aft) set up meetings with agency heads to get them on board (to see hope for better funding via cooperation).

(7) Explain total project to each individual agency head including:

- o Hiring of current project staff on decreasing government funding formula basis.

- o Planning for expansion of project (including Carver) with staffing funded on decreasing government formula basis.

- o Monitoring progress to assess overall viability and longevity with the participating agency.

g. Local Neighborhood

(1) Plan to build grassroots support around the project.

(2) Explain personally to all parents of participating youth the purpose and goals of the project, encouraging their participating and assistance.

(3) Select parent participants for an oversight committee (function explained in Section 4, g.(2)).

(4) Inform non-participating agencies and neighborhood groups of the project's purpose and method; solicit advice and voluntary participation.

(5) Inform local political officials of the project activity.

4. Strategy to Address Issues

a. Project Objectives

(1) During initial contacts with potential agency participants, the Facilitators will present general objectives. These objectives could center around such areas as school attendance academic improvement, behavioral improvement, attitudinal development, health, potential employability and parental support.

(2) Potential participating agencies would be requested to prepare specific objectives to justify their staff involvement in the context of the general objectives. The general objectives would be broadened where feasible to support specific agency objectives without diluting the project's overall purpose.

(3) Drafts of total objectives will be prepared by the Component Director and will be subject to review, comment and approval by those agencies committed to participating in the Component.

b. Control

(1) Allow each agency to participate in the process of selecting the Component Director; allow each agency to participate in funding the Component and an Administrative Secretary on a pro rata basis calculated on the basis of the number of personnel located at the Component from their agency.

(2) Require the Component Director to issue a monthly report to each participating agency using a general format agreed to by agency directors.

(3) Allow each agency to define staff responsibilities in general terms detailing those areas where policy requires specific activity; e.g., the Department of Family and Children Services may require certain minimum caseloads and/or regulations regarding those who could be served by the staff worker; a Boy Scout worker might be required to hold a specified number of club meetings per month; a public school teacher may have certain grade level improvement objectives, etc.

(4) Require each staff member to submit a monthly report (not longer than two pages) to his/her agency superior and to the Component Director identifying the progress made toward meeting agency objectives and project objectives.

(5) Each staff member will submit time sheets consistent with agency policy.

c. Local Site Selection

(1) School system will identify those schools where a documented need exists. Selection of sites will also be based on the principal's understanding of the project and his/her desire to participate. The school principal must be committed to working toward the Component's success and must not be threatened by the Component's programmatic style.

(2) Agencies requesting to participate will be asked to assess needs of youth at the Component site and also assess the long-range employability of a staff person to address the need.

d. Staffing

(1) Agencies will do an assessment of current and potential availability of staff in a target school area. For example, senior citizens would not assign staff to a project where there were not enough potential clients to justify the involvement of their personnel; Juvenile Court could assign a staff person if the current or potential caseload justified it; Boy Scouts might prefer a middle school to a high school setting.

(2) Agencies will assign staff to a Component on the following basis:

- o Approval of Component Director.
- o Desire of the potential staff member to work in the proposed team setting.
- o Potential staff member's record of success with proposed target population.

(3) Assigned staff would serve in the project at the pleasure of his/her agency superior and the Component Director.

e. Training

(1) The Component Director will be employed for two months prior to the project start-up date. The first month would be spent in intensive orientation designed for his/her understanding of the project, the review of past successes and failures, hiring of an administrative secretary, meeting with participating agency directors to discuss project and to arrange for hiring of staff.

(2) Agency staff, the Component Director and Administrative Secretary will participate in a one-month orientation, interaction and program planning workshops prior to project start-up. Plans for training will be reviewed by all participating agency directors and will be under the direction of the Institutional Development Corporation. Note: It is essential that each staff member understand and appreciate the responsibilities and functions of all other staff in the project.

f. Evaluation and Monitoring

(1) Component evaluation will be conducted in concert with the Component objectives.

(2) Evaluation will be designed so that its end product will contain material that will enable participating agencies to make a go/no go decision on long term involvement.

(3) Data will be completed within a specified period thereby enabling agencies adequate time to review results for decision making purposes.

(4) Evaluation will include a bi-monthly feedback system that will allow staff to make adjustments in methods to ensure project success.

g. Overall Strategy for the Future

(1) Long-term success of the project is contingent on agencies who participate knowing that the service formation to which they have released staff is generating superior results.

(2) Since agency satisfaction and commitment are essential for long term viability, an oversight committee composed of agency supervisors appears logical and necessary. This group should also include family, local neighborhood and project student representation. The oversight committee will meet each month (after monthly reports are submitted) to review progress and problems and suggest changes where necessary to enable agencies to serve people more effectively. Special sessions with the evaluators will be convened to review overall results.

(3) In April of each year commitments will be received from agencies as to continued participation. Where barriers to continued participation exist, the issues must be explored in depth and resolved where possible.

(4) Cooperation in planning and service delivery must be seen as enhancing agency viability. The planning process of goverment and private agencies must be an integrated process to promote a cooperative effort in service delivery. As agencies work together, it is hoped that they will begin to plan together.

5. Procedures for Staffing at the Local Site

The Actor agencies will provide the staff for each of the local sites. This will be financed by means of outside funding sources on a decreasing formula basis. Each Actor agency will assess the current and long-term potential of having staff at the local site based on their own service objectives and policies. This means that some agencies may not have staff in all projects. This would be dependent on an agency's geographical and client scope. For example, the Girl Scouts may be more naturally staffed in, say, Area I rather than in Area IV. An agency such as the Bureau of Police Services might not have staff at an elementary site. Agencies may choose to use this opportunity to get involved in an area that will be new to them. The Atlanta Public Schools will have teaching staff at all of the sites.

6. Role of Local Facilitators

a. In general the Facilitators will be responsible for the interpretation of services on a city-wide basis. (Duties outlined in Sections 3 and 4)

b. The Facilitators must be knowledgeable of, sensitive to, and capable of working with influence centers: social service, education, political, corporate/financial, grassroots.

c. The Facilitators will be responsible for establishing and maintaining the hook ups between the agencies and the local site projects.

e. The Facilitators must be thoroughly knowledgeable of each local site project (interworkings, strengths, weaknesses) so that he/she can negotiate with service agencies on the project's long-term continuation.

f. The Facilitators will be in constant touch with all Actors as outlined in Section II to ensure support and commitment for the project.

g. The Facilitators will be responsible for the oversight committee's effective operation (Section 4, g(2)).

h. The Atlanta Facilitators will stay in consistent contact with national facilitators.

i. Initally the three Facilitators will share responsibilities. Over time these Facilitators will specialize in different functional areas, with one facilitator being charged with overall project responsibility.

6. Projected Achievements for the Year Ending May 1, 1978

Date	
1977 July 15	Component Director selected for Carver Component.
	Component Director selected for Peebles Street Component.
August 1	Staff selected for Carver. Staff selected for Peebles Street.
	Training Begins.
September 1	Carver Component begins. Peebles Street Component begins.
	Component Director selected for Area II Center. Component Director selected for Area IV Middle School.
December 15	1st interim evaluation report received.

January 1	Component Director selected for Area II Center Component Director selected for Area IV Middle School
February 1	Area II Center staff selected. Area IV Middle School staff selected. Training begins.
March 1	Area II Center Component begins (3rd quarter) Area IV Middle School Component begins. (3rd quarter)
March 15	2nd Interim evaluation report received.
May 1	Confirmation on agency commitments for project participation for 1978-79.

C. REPLICATION

Simultaneously with the above prototype activities, IDC will begin its replication effort by employing and training Facilitators for work in seven other cities. Determination of these seven replication sites will be based on the following criteria:

(1) An invitation to begin the replication process is extended by community leaders. The initial commitment is not to start the program but to explore its feasibility; not to begin a program but to start a process.

(2) The costs for three Facilitators is underwritten for one year. These Facilitators are jointly selected by IDC and the fiscal sponsor.

IDC intends to hire a total of six Facilitators for two cities in June and fifteen more in October for the remaining five replication efforts.

Immediately after selection, the Facilitators will receive a one-month pre-service training course run by IDC.

There are three major parts to pre-service training:

(1) Management Skills - skills necessary to plan, coordinate, control and provide effective integrated services, i.e., accountability and performance.

(2) Human Relations Skills - skills of personal, inter-personal, group and intergroup dynamics and team work. These skills permit the effective utilization of the management skills and provide the social climate for the networking, interfacing and innovating skills.

(3) Integration Skills - skills of coordination, linkage, construction, networking, interfacting and innovating technics. These skills enhance cooperation among participants.

All Project Facilitators and staff will have thorough training in these three areas. Project Facilitators will receive 126 hours of material with another 40 hours of on-site training.

After training the Facilitators, the following steps begin in the replication cities:

(1) Facilitators introduce the concept to:

- city government
- State government
- school system
- United Way agencies
- criminal justice system
- a group of businessmen from private sector
- a group of community people
- union leaders
- religious leaders
- others such as service clubs, civic organizations, representatives of the press, etc.

(2) Facilitators receive the agreement of these agencies to visit prototype cities.

(3) Each of these groups starts internal dialogue about the concept.

(4) The Facilitators attempt to ferret out those who will support the concept rather than attempting to organize into a large city-wide committee consisting of broad representation. (Such large groups often produce only extensive rhetoric.) After an appropriate time, Facilitators organize an Advisory or Oversite Committee.

(5) The Federal Special Assistant enters the dialogue in a responding posture - not in an initiating one.

(6) Committee and Facilitators designate group of agencies who would participate together in the development of the first prototype.

(7) Committee and Facilitators determine site and size of the first prototype.

(8) IDC begins the training of lead staff in the prototype concepts.

(9) Prototype cities provide on-going technical assistance.

(10) Federal Government extends its assistance.

(11) Corporately sponsored personnel help the Facilitators.

(12) IDC develops idea base and channels concepts into national information system.

(13) Federal Committee and Federal Special Assistant design and implement evaluation mechanism.

(14) IDC develops in-service training system.

(15) IDC develops coordinated management system.

Obviously, the actual rate and nature of the replication efforts will vary according to local circumstance. IDC will direct the Facilitators' activities and will fund them with private resources.

V. BUDGET

In order to develop the proposed Integrated System in the three prototype cities the total cost for the first budget year is $5,915,000. At this funding level the projected cost per youth served the first year is $1,866 ($5,915,000 ÷ 3,170). This figure includes the costs of both evaluation and the Federal coordination component ($62,000).* At present $2,670,000 (45%) has already been committed from both Federal (2%) and non-Federal (43%) sources.

Of the additional funds required, $3,245,000 (55%), it is projected that at least $571 (10%) will be raised from non-Federal sources. One of the purposes of this proposal is to ask the Federal Government to provide the remaining $2,674,000 (45%).

Because most urban areas are experiencing economic difficulties, it is unreasonable to ask that local communities invest in an idea which has not been proven. For this reason this proposal recommends that $2,674,000 be provided by the Federal Government as seed money or as a stimulus to initiate the Integrated Human Service Delivery System. This amount should be reduced to 75% funding ($2,005,500) for the second year; 50% funding ($1,337,000) for the third year; 25% funding ($668,500) for the fourth year. Beginning with the fifth year, it is anticipated that participating agencies would assume full responsibility for the project's continuation.

* The Indianapolis Public School System spent $1,557.36 per student in 1975-76.

In suggesting such decreasing Federal financial participation, this proposal is aware that many successful local projects are terminated when Federal resources are withdrawn[32/]. Yet the institutionalization of integrated review cannot occur unless local agencies assume financial responsibility for actual operations.

It is important to stress that the additional Federal funds required (2,674,000) do not apply to replication efforts. Such replication costs ($359,000), plus the cost of the prototype facilitators ($346,000) are to be borne by the Institutional Development Corporation ("IDC"). IDC's total budget for the first budget year is $1,705,000. This cost will be funded by private resources.

If one examines the total cost for both prototype development and replication ($7,620,000), the theme of partnership is shown by the percentage of financial participation (see page 80). For instance, of the total figure ($7,620,000) 36% of the cost is to be borne by the Federal Government, 33% by non-Federal Public Sources and 31% by Private Sources. Over time the Federal percentage will decrease while the non-Federal Public and Private shares will increase.

32/ David Stockman, "The Social Pork Barrel," The Public Interest Spring 1975.

It is significant that 43% of the first budget year's cost has already been committed by non-Federal sources. Most of this amount (33%) is from local education agencies (LEA's). The main reason for request for the Federal stimulus is to encourage local non-education agencies to participate.

The method of securing the Federal share ($2,674,000) is of critical importance. In order for these funds to be provided in a timely manner it is recommended that OMB be given the responsibility for securing the needed amount. Although there are many potential Federal sources of funds for this requested amount (HEW, DOL, Justice's LEAA program, ACTION, CSA, HUD, etc.) the funds should be provided without burdensome restrictions.

In budget years 2, 3, 4 and 5, the total projected operating costs for the prototype cities will level off at approximately $6,626,000 or $2,090 per youth served. This figure does not represent the impact of inflation, the substantial reductions in start-up costs (i.e., training, travel and non-expendable items), or the economies of a learning curve.

The projected budget amounts are relatively tight. What slack exists is projected to be funded from non-Federal resources.

THREE CITY FUNDING REQUIREMENTS
1st BUDGET YEAR
JUNE 1, 1977 - MAY 31, 1978

(in 000's of dollars)

Total Funding Requirement				$5,915	100%
Personnel	$4,749				
Non-personnel	1,166				
Total	$5,915				
Committed Funding				2,670	45%
Federal		100	2%		
Non-Federal					
Public	2,209				
Private	361	2,570	43%		
		2,670	45%		
Additional Funds Required				3,245	55%
Projected Sources of Funds:					
Federal		2,674*	45%		
Non-Federal					
Public	301				
Private	270	571	10%		
		3,245	55%		

* Includes cost of evaluation (400) and Federal Coordination (62).

BREAKDOWN OF THREE CITY FUNDING REQUIREMENTS

(In 000's of dollars)

City Projects

	Atlanta	Indianapolis	New York	Total
Personnel	1,495	2,603	594	4,692
Non-personnel	315	353	93	761
Total	1,810	2,956	687	5,453

Federal Coordination		62
Personnel	57	
Non-personnel	5	
Total	62	
Evaluation		400
		5,915

PROTOTYPE DEVELOPMENT AND REPLICATION

TOTAL BUDGET

1st BUDGET YEAR

Total Funding Requirements			$7,620,000	100%
Projected Source of Funding:				
Federal			2,774,000	36%
Non-Federal			4,846,000	64%
Public	2,510	33%		
Private	2,336	31%		
			7,620,000	100%

BUDGET: CITY PROJECTS

JUNE 1, 1977 - MAY 31, 1978

(In 000's of dollars)

	Atlanta		Indianapolis		New York		Total	
Personnel		1,495		2,603		594		4,692
Salaries		1,246		2,169		495		3,910
Fringe		249		434		99		782
Non-Personnel		315		353		93		761
Travel and Transportation		95		84		22		201
Training		23		40		8		71
Supplies and Equipment		69		85		26		180
Expendable	30		33		11		74	
Non-expendable	39		52		15		106	
Commercial and Utilities		43		42		11		96
Rent and Renovation		53		78		19		150
Supportive Services		32		24		7		63
Total		1,810		2,956		687		5,453

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INSTITUTIONAL DEVELOPMENT CORPORATION
1st BUDGET YEAR
JUNE 1, 1977 - MAY 31, 1978

(In 000's of dollars)

National Office		$1,000*
Personnel	575	
Non-personnel	425	
Total	1,000	

3 Prototype City Projects					346*
		Atlanta	Indianapolis	New York	Total
Personnel		96	108	85	281
Non-personnel		28	18	19	65
Total		124	118	104	346

7 Replication Cities		359*
Personnel	260	
Non-personnel	99	
Total	359	

Total		$1,705*
Personnel	1,116	
Non-personnel	589	
Total	1,705	

* These funds are to be raised from private sector resources.

1st BUDGET YEAR
JUNE 1, 1977 - MAY 31, 1978

(In 000's of dollars)

Atlanta

Total Funding Requirements			$1,810
Personnel		1,495	
Non-personnel		315	
		1,810	
Committed			590
Federal		259	
Non-Federal			
Public	255		
Private	76	331	
		590	
Additional Funds Required			1,220
Projected Sources:			
Federal		895	
Non-Federal			
Public	161		
Private	164	325	
		1,220	

Indianapolis

Total Funding Requirements			$2,956
Personnel		2,603	
Non-personnel		353	
		2,956	
Committed			1,840
Federal		0	
Non-Federal			
Public	1,555		
Private	285	1,840	
		1,840	
Additional Funds Required			1,116
Projected Sources:			
Federal		922	
Non-Federal			
Public	110		
Private	84	194	
		1,116	

New York City

Total Funding Requirements			$687
Personnel		594	
Non-personnel		93	
Committed			240
Federal		100	
Non-Federal			
Public	140		
Private	0	140	
Additional Funds Required			447
Projected Sources:			
Federal		395	
Non-Federal			
Public	30		
Private	22	52	

FEDERAL COORDINATION

Personnel

1 GS 16	$40
1 shared secretary	10
45 consultating days @ $150/day	7

Non-Personnel

Travel	5
	$62

EVALUATION

$400

APPENDIX A: THE THEORY OF THE INTEGRATED SYSTEM

TAB A: DISTINCTIVE FEATURES LEARNED FROM PAST EFFORTS AT SERVICE INTEGRATION

DISTINCTIVE FEATURES OF INTEGRATED SYSTEM

As indicated above, the structuring of a system which integrates the delivery of human services is not easy. Service coordination is a slow, evolutionary process of developing linkages among service providers. This requires a consensus building process which provides flexibility and latitude for each neighborhood or community to develop its own improved patterns to meet better its particular requirements.[33/] No single solution can be adequate or definitive for every community. However, experience with various past efforts to integrate serv ices points towards several features which would enhance the success of this project. The Integrated System has included the following features which should impro e the ability to meet its objectives:

1. The structure of a prototype will involve a blend of private and public money and a commitment of personnel and time from both public and private agencies and organizations. Multi-source funding aids in assuring that no one group "owns" the project.[34/] From the very beginning project must involve an alliance of the local power structure.[35/] Reliance on superordinate power to accomplish the effective delivery

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33/ See Morrill, "Services Integration in the Department of Health, Education, and Welfare" Evaluation, p. 54, 1976.

34/ Delahanty, "Lessons Learned - A Guide to Local Service Coordination," Sharing, Vol. 1, p. 2. (1976).

35/ By Assessing the emphasis given "technical or political" aspects in the design phases of service integration projects, Douglas Henton found that projects stressing the political approach were more successful in gaining adoption of service linkages. See Henton, The

(footnote continued on next page)

of human services is often counter-productive.[36] Unless the freely given commitment and energy of the individuals involved is elicited and maintained, bureaucratic apathy will set in.

In addition to the local power structure, poor people must be represented on the local board; too many times in government the people who are served are the last ones who are asked about the effectiveness of a program or for suggestions they may have.

2. Because one of the criteria for serving as a member of the local advisory committee will be a commitment of an employee's time to the project, local public and private organizations should have an incentive for encouraging the project's success and a system for receiving first-hand information about the project from one of their employees.

3. Because the local advisory committee will represent a substantial portion of a city's private sector power structure, the project should have an opportunity to withstand changes in the local political structure and to move towards institutionalization on a stable, on-going basis.

4. The prototype must include both private and public service providers Although each community has its own distinctive pattern of power

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35/ (Cont.)
Feasibility of Service Integration 1975 (p. 25.). In her paper on the fate of the Maine Department of Human Services efforts to establish a statewide information and referral program, Patricia Born notes that political strategies secured accesss for the project during its first year, but technical capabilities became much more important during the second, and more operational, year of the project. See Born, "The Product/Process Game: A Case Study of the Development of a Statewide Information and Referral System," presented at the New England Human Services Coalition, Amherst, Mass. (May 1976).

36/ See Stephen Mittenthal, et al, "Twenty-two Allied Services Projects Described as Human Services Systems," Human Ecology Institute (1974).

brokerage, given the pluralistic nature of the human service delivery system, a vehicle for incorporating the interests of all sectors (public, voluntary, sectarian and private) is a consortium of these diverse sources of services.[37/]

5. A unit of staff members is assigned to assure that a person receives services and the delivery occurs by means of a long-term, continuous relationship. The perception by service providers that they will benefit from a local integration initiative is crucial to their continued involvement in developmental efforts.[38/]

6. The lack of regular information on the effectiveness of services is another gap of major concern to Government.[39/] This project establishes evaluation procedures at its outset which are maintained throughout prototype development and replication.

37/ See Delahanty, "Lessons Learned - a Guide to Social Service Coordination," Sharing, op. cit. p. 5. Coordination, as some studies have noted, is enhanced by the flow of new resources into a system, and is often reduced when the system is operating under essentially constant or decreasing resource constraints. In the Model Cities program, the small number of cities that effectively used their HUD "Supplemental Funds" as leverage to purchase cooperation by local line agencies illustrated this principle of coordination through new resources. See Lupsha, "Constraints on Urban Leadership, or Why Cities Cannot be Creatively Governed" in Improving the Quality of Urban Management, edited by Wilber D. Hawley and David Rogers (Sage 1974).

38/ See Morrill, op. cit. p. 54

39/ The Department of HEW is attempting to meet this need. In June 1975 the Department funded a project to begin the development of practical procedures for State monitoring of physical and mental health programs and those social services funded under Title XX of the Social Security Act. This project will establish performance measures and data collection methods in North Carolina and Wisconsin and should develop techniques useful in the Integrated System and other projects. See Morrill, op. cit. p. 55.

7. The System does not create a new institution such as a multi-service center or a health and neighborhood center, but builds prototypes for small-scale, coordinated service programs within existing structures such as schools, hospitals, jails, etc.

8. The emphasis is on small, intimate delivery units with staff members working in close teams and accountable to each other. This concept of small units of service providers - which will be discussed in detail below - differs from past efforts which emphasized decentralization and coordinating the functions of government.[40/]

9. Recipients of human services often feel that their lives and actions are dominated by faceless and arbitrary institutions and by impersonal bureaucrats whom they do not know and whose culture they do not share. In the System persons who are familiar with the culture of the recipients will be included within the service providing teams.[41/]

10. The System begins with a realistic assessment of the possibilities of success and limits its initial action to the development of workable, tested prototypes and their replication on a limited manageable scale.[42/]

40/ See Berger, To Empower People, American Enterprise Institute, 1976.

41/ See discussion in Delahanty, op. cit., p. 3.

42/ The implementation plan described in Section III of this paper attempts to eliminate the phonema of implementation undermining the original policy objectives. For this reason the Committee's working staff should give close attention to details in planning replication. See Wildavsky and Pressman, Implementation (Berkeley, University of California Press: 1974).

There is no grandiose promise to remake all urban areas at once. Replication only proceeds after the prototype has been successfully developed and evaluated.

11. It is important to select as a first product something that can be accomplished within a short time without abandoning the long-range work plan.[43/] Since there is already a record established for the Cities in Schools Component, its refinement and replication can be carried out rather promptly.

IDC's Study of service integration programs has resulted in learning other lessons helpful in structuring the Integrated System. For a discussion of other lessons learned from past efforts to integrate services, see Appendix C to this paper.

43/ See Delahanty, op. cit., p. 4.

NECESSITY FOR SHARED INFORMATION SYSTEM

Services integration at all levels requires a shared information system.[44/] The indentification of services received and services needed, together with evaluations of existing programs and their incorporation into the developing prototype, is derived from project facilitators who are familiar with the streets of the community and have a first-hand experience with the obstacles to an effective delivery of the services.[45/]

44/ A recent analysis of the use of management information systems in a human services setting stress the need for careful tailoring of the policy implications of these systems to the service recipients' political priorities. See Quinn, R., "The Impacts of a Computerized Information System on the Integration and Coordination of Human Services." Public Administration Review (March/April 1976).

45/ The Integrated System should work closely with PROJECT SHARE, a national clearing house for information on improving the management of human services, recently established by the Department of Health, Education, and Welfare. SHARE collects evaluation reports, project descriptions, project plans, and innovative operational procedures. It also provides research and references services, and publishes a series of annotated bibliographies on topics of interest to its users and a special series of monographs in which the state of the art in important topics is surveyed and described by experts in the field.

APPENDIX A
TAB C

SMALL MANAGEMENT CONFIGURATION: SMALL IS BEAUTIFUL

The present system of public delivery is often alienating; services are rendered without providing the recipient with any meaning or identity. Because the delivery system is devoid of personal meaning, the individual service recipient often views the system as an unreal, malignant injection into his or her private life.

Not everyone receiving social services, however, shares this perspective. Many who relate to government institutions most successfully have access to a delivery configuration which acts as a mediating buffer between the individual and an intimidating, faceless bureaucracy. To make individuals more at home with their government and to attach meaning and identity to their receipt of government services, a delivery configuration should function in small units of service providers which work on a regular, consistent, continuing basis with the same service consumers. This small management configuration is based on the thrust of Edmund Burke's acknowledgement: "To be attached to the subdivisions, to love the little platoons we belong to in society, is the first principle (the germ as it were) of public affections." 46/

46/ See Berger and Neuhouse, To Empower People, American Enterprise Institute (1976).

The "little platoons" concept helps avoid the tendency of government to abolish what Emile Durkheim described as the "little aggregations" in which people formerly found community, leaving the State on the one hand and a mass of individuals "like so many liquid molecules" on the other.[47/]

The Integrated System follows this concept by integrating insitutional personnel into a new management configuration. This configuration has five objectives which are critical to the System: optimize coordination, establish accountability, develop personalism, improve service provider morale, and encourage community.

1. Coordination

Although some programs for urban revitalization, such as housing and urban development are seriously under-funded, the human service delivery systems have, basically adequate funds. The problem is not a matter of more resources, either financial or personnel, but the failure to organize the resources in a coordinated and manageable manner.[48/]

47/ See Berger, op. cit. p. 4.

48/ Coordination requires adequate linkages of components within the prototype to achieve objectives. The type of coordination necessary for this project has a heavy emphasis on communication and reciprocal inter-dependence. See Thompson, Organizations in Action, New York McGraw-Hill (1967).

2. Personalism

Effectiveness in the delivery of human services begins with familiarity and consistency between the providers and the consumers. The System is built around a small unit of service providers and beneficiaries which encourage sensitive, personal relationships with quality communication and understanding. Upon this foundation, values and coping skills are exchanged enabling the consumers to equip themselves for productivity and self-reliance.

When a trust relationship is established between a service provider and his client, the client begins to feel that somebody else cares for and accepts him, he can then begin to care for and accept himself.[49/] Once this happens, he can begin to care for and accept others. This constructive phenomena of relationship is much more possible in a smaller unit than in a larger unit.

3. Accountability

The small configuration of service providers gives providers responsibility for overseeing the general development of a specific number of consumers who are identified by name. Such groupings of staff and consumers must be as large as possible to take advantage of staff, economies of scale, while at the same time consisting of humanely manageable components.

49/ Cooperation, in the sense of "favorable attitudes and confidence and trust" is a necessary prerequisite for coordination. If service providers are to have smooth, working relationships among themselves and their clients, they must develop trust. See generally, Likert, The Human Organization, New York: McGraw-Hill (1967).

The requirements of the System are such that each local staff employee is responsible to other employees,[50/] because the multi-disciplined System requires a sharing of expertise or functional responsibility. Also, the performance of the employees can be more easily measured because each has line responsibility for a limited number of specifically named clients.

4. Morale

Currently, five local social service workers may share the same unmanageable caseload, except each will be acting independently and will be satisfying a different area of consumer need. Under the proposed System, the total caseload will be shared so that overlap and inefficiencies can be avoided. Interaction among workers, resulting from the sharing of expertise, should help ameliorate the isolated atmosphere in which services are presently delivered. As the morale of social service workers improves, the morale of their clients should improve as they experience a more personal and refined service.

5. Community

The dynamic of a concerted community effort can unleash powerful healing forces. The proposed System fosters this dynamic by dividing large units of service providers and consumers into smaller groupings. Mutually reinforcing relationships are fortified among providers and consumers.

50/ Lack of accountability is a central problem in service delivery. In addition to responding to the needs of his client-consumer, the social service provider should also interact with other service providers on behalf of his clients. See Gilbert, "Assessing Service Delivery Methods: Some Unsettled Questions," Welfare in Review, May-June 1972, pp. 25-33.

APPENDIX A
TAB D

NECESSITY FOR PARTNERSHIP

A condition precedent to the successful implementation of the proposed System is the willingness and commitment to form partnerships. Different agencies must want to work together in a joint venture at the local level if services are to be integrated. In addition to a partnership of cooperation at the local level, two other harmonious partnerships are essential. The first is among the three levels of government and the second is between the private and public sectors.

1. Federal, State, and Local Partnership

The System for prototype development and replication will not be successful without an effective intergovernmental structure. Service integration works best where State and local governments, in tandem, develop a system for common services.[51/] This requires that the Federal Government facilitate and become part of the partnership effort. If flourishing demonstrations at the local level are to become more than memories, then readjustment and change at the Federal level is mandatory so that programs and resources are channeled to promote service integration.

51/ See Morrill, op. cit. p. 54.

2. Public-Private Partnership

Current public policy thinking struggles with two apparently inconsistent sentiments. On the one hand, strategists want to continue to expand the delivery of human services and better equip this Nation's underprivileged to function in the society. There is widespread public support for addressing poverty, education, health care and a myriad of other needs of the underprivileged.

On the other hand, strategists are against the expansion of the government, bureaucracy, and are concerned about the ever growing size of all levels of government. This sentiment is more than an emotional feeling; complaints about impersonality, unresponsiveness and excessive interference are based upon empirical experience.

The contradiction between wanting more human services but desiring less government may only be superficial. Although there are no panaceas, alternate mechanisms are possible to deliver human services more effectively. One method of alleviating the financial burden on government is to maximize the effectiveness of private programs. This can be done by coordinating government and private programs and improving their joint venture activities.

Although public and private sectors have formed productive partnerships in commerce, defense and other areas, most past efforts to cooperate in human service delivery have not met with similar success. Our country benefits from massive amounts of service-producing dollars

through private giving and philanthropy, but, for the most part, these monies are not coordinated with Government efforts and expenditures. In an era of limited public resources for social service programs, cooperation between the public and private sectors is imperative. In order to fashion a more efficient use of resources and to encourage creativity, the public and private sectors must act in concert.

For the above reason, the Integrated System is not only a government program but also a private program. The private sector plays a major role in the implementatin of the System. This role includes raising private funding, exercising influence, and creatively using volunteers as an additional human resource in prototype development and replication.

APPENDIX A
TAB E

BENEFITS OF PROTOTYPE DEVELOPMENT AND REPLICATION

The development of a prototype which at the local level integrates the efforts of social service institutions is a necessary initial step in implementing the System. Part of the process of prototype development is the incorporation of other successful local projects into the prototype. After the prototype has been successfully developed, evaluated and proven effective, it will then be replicated at a limited number of sites. This replication will then be tested and evaluated. If the limited replications prove successful, the prototype will be replicated on a more national scale. Among the benefits this procedure should achieve are:

1. Cost Effectiveness

It is senseless to initiate a large, nationwide government program and waste countless Federal dollars until the program's effectiveness has been demonstrated. General Motors will not produce a million cars until it has first experimented and tested one successfully; I.B.M. will not manufacture thousands of typewriters before it has proven one effective.

2. Marketability

Institutions are inherently conservative and will not modify their behavior until an example has been successfully employed in a variety of demographic situations.

3. Adaptability

The System may be adapted to a variety of individual institutions in addition to the already developed education/social service model described in this paper as the Cities in Schools Component. (See Appendix B). The comprehensive prototypes of integrated services could involve juvenile justice detention centers, hospitals, religious organizations, and other providers of human services. 52/

4. Fusion

Local private and public organizations have created many innovative projects which currently deliver services in an effective and coordinated manner.

The System will identify successful local projects engaged in the delivery of human services and, where appropriate, integrate the theory or structure of these projects into the prototype. Emphasis will be placed on models which have worked in practice and which have demonstrated stability over a period of time. For

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52/ The flexibility necessary to construct the prototype should allow new combinations of service across agency and program lines in an attempt to meet an individual's or his family's total problems rather than on a piecemeal basis. Simply phrased, this adaptability and flexibility falls into one definition of service integration -- "the linking together by various means of the services of two or more service providers to allow treatment of an individual's or family's needs in a more coordinated and comprehensive manner." See Research Group, Inc. and Marshall-Kaplan-Gans and Kahn, Integration of Services in HEW: An Evalution of Services Integration Projects (Washington, D.C.: Department of Health, Education, and Welfare, 1972) p. 2.

example, if service providers in Denver, Colorado, have developed a unique, successful method of integrating the delivery of a variety of services to the elderly, this System would explore whether the principles, concept or structure of that project could become part of any of the developing prototypes.

5. Symbolic Value

A successful prototype has a significant symbolic value which encourages hope and creative experimentation far beyond an intentional replication strategy. For instance, if the Cities in Schools Component proves to be effective, different institutions and government entities will be encouraged to experiment on their own.

APPENDIX B

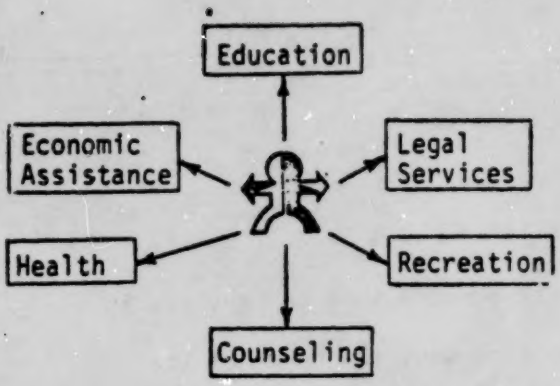
DESCRIPTION OF PRESENTLY OPERATING CITIES IN SCHOOLS COMPONENTS

A. INTRODUCTION

"Cities in Schools" operates on the premise that our society is presently investing sufficient resources to meet the needs of its youth. The reason we are not realizing the return on our investments centers on the method by which resources and services are delivered. For a variety of statutory and programmatic reasons, our social service delivery system is fragmented and uncoordinated. The result is despairing social servants and disillusioned youth.

Figure 1 illustrates the present situation. Social Service programs are uncoordinated. The structure requires the student to initiate the relationship and to locate the programs and resources which presently are funded to meet his or her needs.

Present Fragmentation in Service Delivery to Elementary and High School Students



LACK OF COORDINATION
--the student is unable to get comprehensive needs met in one place.

LACK OF PERSONALISM
--the student is constantly meeting new and different service providers and is unable to build relationships.

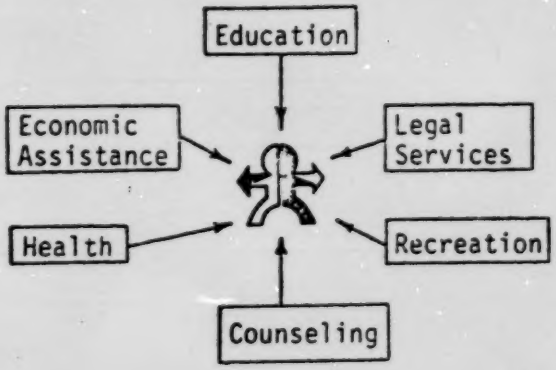
LACK OF ACCOUNTABILITY
--service providers are rarely held responsible or rewarded for success.

LACK OF MORALE
--both student and staff are discouraged by the failure of the present system.

Figure 1

Figure 2 describes the structure of cities in schools; resources, programs and staff are brought into the schools. All personnel continue to be employed by and accountable to their respective bosses, but they work in the school where the students are required by law to congregate. There they cooperate with teachers and integrate their efforts to serve students.

Cities in Schools Service Delivery



COORDINATION
--would be provided.

PERSONALISM
--would be achieved and fostered.

ACCOUNTABILITY
--would be created with both the workers and the students.

MORALE
--would be strengthened.

Figure 2

This structure offers four immediate major benefits: 1) coordination of efforts of a variety of service providers; 2) personalism of services adding meaning and identity to their delivery with additional personnel, more informed staff persons spend more time with the students; 3) accountability for staff efforts by assigning each staff person primary responsibility for a small group of ten students; 4) increased morale by giving social servants in the inner city an opportunity to share the complex problems of their clients with a team of colleagues day-to-day within a small, intimate structure.

Cities in Schools is an effort to develop a set of replicable models of urban elementary and high school education, designed (a) to give inner city youth the skills for self-fulfillment and (b) to modify the student's total environment in the many ways conducive to intellectual, social, physical development.

Cities in Schools consists of multiple program elements designed to have an accumulative and mutually reinforcing impact on students. In addition to the standard elements of education, Cities in Schools includes program elements designed to raise basic learning skills, motivate students to excel and render supportive social and health services.

Cities in Schools brings trained professionals from health, welfare, probation, housing and parks and recreation into the school system. These professionals become part of the educational institution's

structure. By coordinating the delivery of human services at the level at where they are delivered and in an existing educational institution, Cities in Schools makes a more effective use of the money, personnel and skills already provided by the Government. Basically, the project's structure may be outlined as follows:

- o The staffs of each family unit provides a balance of race and sex and pursues the following basic activities:
  - -- Provide intensive tutoring during and after class;
  - -- Visit students homes to gain support from parents;
  - -- Organize field trips and other recreational activities;
  - -- Provide remedial reading programs and intensive math classes;
  - -- Maximize use of community resources; and
  - -- Demonstrate their concern for the student by helping with personal problems.
- o The participating students are organized into units (called "families" to emphasize that the services are to be delivered to the total personality of the student), consisting of 40 students and one high school teacher.
- o Each unit has the following additional staff:
  - -- Family facilitator responsible for administrative functions;
  - -- Program coordinator responsible for vocational and recreational activities;

-- Social service person responsible for welfare, probation or other social work;

-- Supportive educator responsible for remedial studies.

Figures 3 and 4 describe the family and the unit.

-- The family.

The four staff in each family fill their roles as follows:

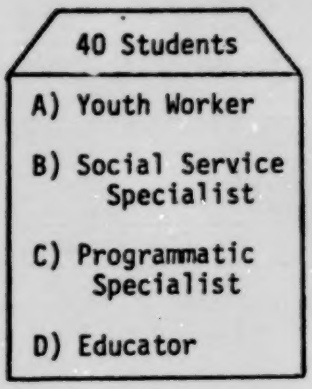
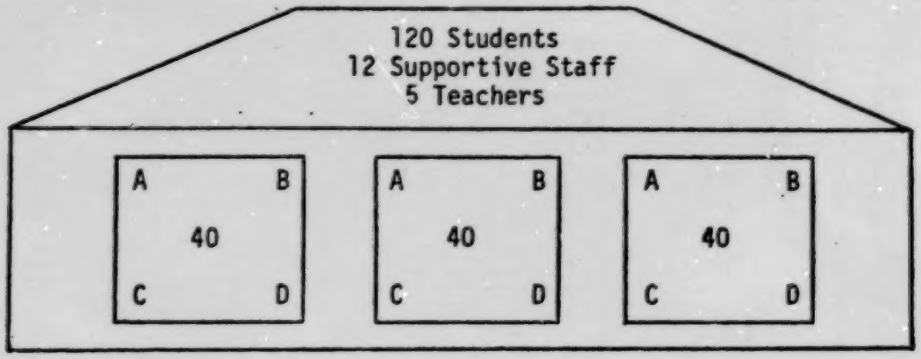


Figure 3

-- The Unit

The "unit" consists of a combination of three families of 120 students and 12 staff. To complete the formula in terms of academic instruction, 5 teachers are added to the grouping.

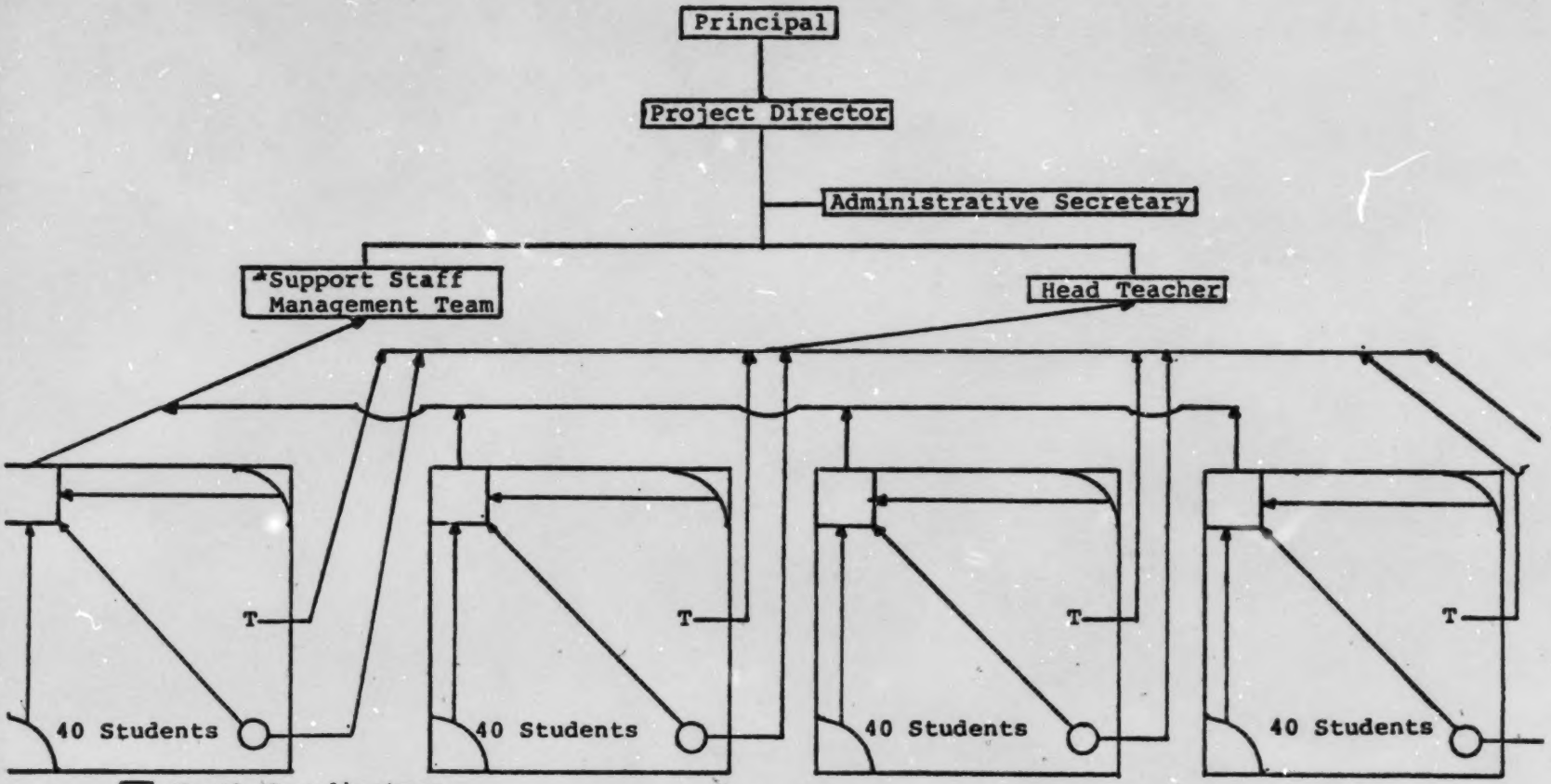


-- Variation

There can be a number of variations of the above basic structure, depending on the budgets and individual preferences pertinent to each program location, i.e. a decrease or increase in the ratio of staff to youth.

Figure 4

This structure is incorporated into an existing educational institution in the manner indicated in Figure 5.



	Youth Coordinators	
	Social Service Specialists	4
	Program Specialists	4
O	Supportive Educators	4
T	Classroom Teachers	4

* The Project Director and (4) Youth Coordinators make up this team.

Figure 5

FAMILY STAFF

The Family Staff's functions may be described in general terms as follows:

Category	Primary Functions	Note
Educator	To serve as the educational resource within a grouping (family) of 40 students and 4 staff; required to provide diagnostic testing of students' academic needs, advise other staff members on individual problem areas, facilitate remediation where appropriate, and assist classroom teachers in supportive role; able to provide guidance, friendship and availability to the youth and develop personal relationships with 10 of the 40 students.	An Educator would serve as a licensed teacher, reading lab instructor, or professional tutor; could be loaned from community agencies specializing in educational fields.
Youth Worker	To serve as the manager of a grouping (family) of 40 students and 4 staff; able to supervise operation of the team, maintain attendance and grade point records on the 40 students, provide leadership of planning sessions involving the team staff; must display high degree of charismatic skill in relating to youth in order to share personal relationship with all 40 students; make visits to students' homes and facilitate close contact and involvement with parents.	A Youth Worker could be a Boys' Club Supervisor, Police Athletic League Instructor, Girl Scout Representative or staff from a multi-service center; could be loaned from community agencies which generalize in the delivery of youth services.
Social Service Specialist	To serve as the social service resource with a grouping (family) of 40 students and 4 staff; able to provide in-depth counseling of adolescent youth, diagnose the need for psychological testing of appropriate students, assist youth and their parents with social service needs, and prepare necessary records on students in caseload; able to offer guidance, friendship and availability to the youth and develop personal relationships with 10 of the 40 students.	A Social Service Specialist could be juvenile probation officer, public housing advisor, welfare caseworker, psychologist or other professional counselor; could be loaned from community agencies specializing in social service areas.

FAMILY STAFF (Cont'd)

Category	Primary Functions	Note
Programmatic Specialist	To serve as the programmatic resource within a grouping (family) of 40 students and 4 staff; organize athletic, cultural, and recreational activities for the student/staff team, identify facilities in the community to be utilized for these activities, participate in team planning to encourage recreational events of an educational nature and include activities encouraging involvement of students' parents and other family members; able to provide guidance, friendship and availability to the youth and develop personal relationships with 10 of the 40 students.	A Programmatic Specialist could be a playground supervisor from the Dept. of Parks and Recreation, YMCA athletic director, physical education coach or Junior Achievement instructor could be loaned from community agencies specializing in recreational and/or cultural fields.

The following is a more specific description of staff responsibilities at Tech 300, a Cities in Schools projects in Indianapolis.

A. GENERAL FAMILY STAFF JOB DESCRIPTIONS

The following are general staff responsibilities for Tech 300 staff members.

1. Daily Caseload Responsibilities of Family Staff Members

a. Social Service

(1) needs must be identified by 1st six weeks of school

(2) must identify other needs of students and their families, i.e., housing, etc.

(3) each staff person to keep check list statistics on a weekly basis prior to the Monday family staff meetings

(4) responsible for consistent maintenance of diagnostic program with input from the other family staff members to be discussed each Monday

(5) responsible for any types of duties required for caseload through In-House Suspension Program (see description below)

(6) responsible to meet each Monday from 3:30 - 5:00 on diagnostic program and previous week's checklists and hand-ins.

b. Programmatic

(1) identify interests of caseload within 1st three (3) weeks of school

(2) get together with individual caseload out side of school within the 1st three (3) weeks of school

(3) plan an activity with caseload for each Friday, Caseload Day, centered around caseload interests

(4) initiate and support caseload in getting involved in after school programs and events (Tech 300 and regular school)

c. Educational

(1) tutorial sessions during Orientation on Wednesday Social Service day and whenever else necessary

(2) give personal attention to study progress or lack of progress in all subject areas

(3) consult often with the family educator concerning student academic progress

(4) perform duties in Reading, English, Math classes; Learning Center, Satellite Centers, tutorial sessions, In-house suspension and other educational activities or assignments.

(5) during home visits discuss with parents academic successes and/or solution toward improvement

(6) motivate your caseload to READ, keep them supplied with reading materials which satisfy their individual interests

(7) each staff will maintain a file of his caseload's grades each six weeks to be turned into family educator each six weeks for maintenance of a complete family file of grades

(8) keep a file of caseload schedules for reference of students' courses and teachers

(9) keep in contact with caseload's teachers so that corrective measures can be worked on as soon as the need is indicated

(10) stroke success in grades

(11) reinforce students' desire to learn

d. Facilitation

(1) record attendance from the chart each day in Roll Call in the caseload auxiliary book

(2) discuss attendance with caseload and devise means to improve attendance that is already good

(3) report reasons for all-day absences to Facilitator by 3:15 daily

(4) weekend contact should be made for notivation of students with poor attendance.

(5) staff must develop and engender positive attitudinal and behabiorial changes in students by:

(a) notivating students through relationship building and stroking positive behavior

(b) dealing with all negative behavior in a manner such that student and staff grow and learn from the encounter

(c) being humane in all daily contacts -- laugh, have humor; students must know that "to err is human but there is always the potential for change

(6) home visits are to be made on a regular basis and each staff members is responsible for the initial home contact to meet parents and family to get vital information for Diagnostic Workup, determine needs of family and gather initial impressions of student's family life.

2. Daily Orientation Period Assignments and Activities of Family Staff Members

a. Social Service

(1) responsible to help identify and plan with other family staff Wednesday Social Service Session

(2) responsible for involving students in Orientation in social interaction and increasing their community awareness

b. Programmatically there are no general responsibilities for all staff in Orientation.

c. Educator

(1) must meet a minimum of once a week with other family members to plan Orientation for the next week.

(2) must assist on a daily basis in the implementation of these Orientation plans

(3) must be prepared to lead class whenever plans call for it

(4) must assist in all tutorials held in Orientation

(5) must assist other family members in setting grading criteria for Orientation

(6) must meet with family to determine each six weeks grades in Orientation

(7) must assist in whatever format is used to explain and discuss grades with each student at the end of each six weeks

d. Facilitation - responsible to handle class disruptions by any student on your caseload with the assistance of the Facilitator when needed

3. Overall Tech 300 Responsibilities of Family Staff Members

a. Social Service - no responsibilities for staff at large

b. Programmatic

(1) each staff member is responsible for assisting either Gym Day and/or Club Day program each week for entire year with a commitment made at the beginning of each semester

(2) each staff member is responsible for assisting in the carrying out of all family activities, unit activities and all Tech 300 special events which include:

(a) extravaganza

(b) Xmas event (student planned)

(c) talent show

(d) student executive board special event

(e) Olympics

(f) awards banquet

c. Education - no responsibilities program-wide

d. Facilitator

(1) responsible to counsel any Tech 300 student need arises

(2) responsible for sharing of any information gained through counseling of non-caseload or non-family students with that student's counselor or family

(3) should carry yourself in such a manner as to be a role model for students and staff

(4) responsible to perform all duties on your schedule

B. FAMILY FACILITATOR JOB DESCRIPTION

1. Must manage the family staff and students;

2. Must insure that all members of their staffs are completing tasks in their specific content areas defined in the General Job Description

3. Must give direction or focus to the staff
4. Must coordinate the four content areas in the family
5. Must maintain attendance register, attendance chart, and all other attendance statistics, formulate a six-weeks attendance and statistics report
6. Must encourage staff for caseload improvements in attendance and any other jobs well done

C. EDUCATOR JOB DESCRIPTION

1. Advisor to staff
   (a) on academic problems, attendance, etc.
   (b) on appropriate materials, instruments for academic improvement, etc.
   (c) reading difficulties and progress
   (d) classroom activity implementation
   (3) any and all other educational advice requested or needed to aid in student academic achievement
2. Educational Leadership and Motivation of Family
   (a) manage caseload of at least ten (10) students
   (b) coordinate and schedule family planning time for orientation and classes
   (c) coordinate lesson planning, materials and grading system for orientation classes
   (d) attend all family planning and HRW meetings (no excuse other than all day absence or emergency situations)

(e) maintain a current folder of student grades for family reference (each staff member is responsible for getting this information to educator for his/her caseload)

(f) compile priority list each six weeks according to how grades per subject matter for staff reference

(g) prepare a visible chart of grade progress each six weeks

(h) work with facilitator on priority list checking staff involvement, accountability for responsibilities (tutoring, materials, etc., to help students improve academically)

3. Aid in total educational process: cooperate on educational skills -- develop social services, programmatic and facilitator skills -- aid in the record-keeping processes

4. Meetings: attend and participate in Family Educator meetings for the benefit of forming a strong and efficient team to lead each family toward academic success

5. Reading Teacher:

Since this is a job dealing with the lives of human beings, it is difficult to specify every need that will arise for staff. The total academic well-being of every student is the goal and staff should do whatever is necessary (keeping in mind school policies, rules and regulations) to motivate the student to academic success.

D. Social Service Job Description

1. General Responsibilities

a. Meet financial needs of students in the family

(1) identify financial needs by staff or other family members early in the semester

(2) budget free rental and bus tickets

b. Communicate that social service person is a resource to family staff with respect to a myriad of students' social needs

(1) help other family members to identify the needs of students and their families

(2) help staff identify which resource agency will meet the student's needs

(3) keep up with new information about social service agencies

(4) attend training sessions and share information learned with family staff members

c. Accumulate and coordinate information for the diagnostic record

(1) meet with family as the assigned Monday afternoon time

(2) oversee the family staff's weekly assessments on the student's record to ascertain if he or she is progressing

(3) review the progress of each priority student weekly and, when necessary, offer suggestions or alternative plans

d. Collect the check list statistics on a six-week basis and make the family head aware of any problems

2. Specific Responsibilities for Specialists (such as Housing, RHN, P.O., Security Personnel, etc.)

a. Deans of Tech 300

(1) Responsible for

(a) maintaining a log of students visiting in Dean's Office

(b) determine reason for visit to Dean's Office

(c) obtain information and counsel from parents, teachers, Tech 300 family staff members on disposition of student visits (i.e., suspension, parent conference, teacher conference, etc.)

(d) confer with the Head Dean on all major incidents (see section on major incidents)

(e) create an atmosphere conducive for mutual sharing of skills, ideas and information between the Dean's Office and Tech 300 staff

(f) participate as a member of Social Service Team

(g) create an atmosphere for a mutual sharing of information among Tech 300 Deans and Head Dean and Assistant Deans

(h) share information with parents concerning the progress and welfare of students

(i) assist in any area where adult involvement and guidance is necessary

(j) support school policy and procedure

(2) Situations Requiring Dean's Assistance

(a) LOSS CARD: Any student out of school three days or more reports to the Attendance Desk for a loss Card. Depending upon whether the absence is excused, (the student has a note from home or a phone call to attendance desk by parent), the student is sent to the Dean's Office for an attendance investigation.

(b) ATTENDANCE INVESTIGATION: Students reporting to the Dean's Office for attendance investigation must have an attendance investigation card (obtained from desk in Arsenal Bldg.). The Dean's will telephone the parent. A second call to the Tech 300 counselor of the student will be made to facilitate communication and involvement. This is to include family staff members and parents of the student. This student is then sent to the Attendance desk where the official loss card is administered.

(c) ISSUED LOSS CARD: Any student out of school or classes for three days or more must have an issued loss card to present to the classroom and rollroom teachers in order to attend classes. Loss cards are issued at the attendance desk upon authorization by the Dean's office.

(d) CLOTHING: When a student's clothing is torn or ripped, he or she should report to the Dean's Office. A needle and thread is provided for the student to mend the clothing themselves. If the article of clothing cannot be mended, the parent of the student is called to bring clothing to replace

the torn garment. A note from the Dean's Office to the teacher will excuse that student from class.

(e) POTENTIAL RUNAWAYS: Family staff should work with any student who does not want to go home and is brought to the attention of the Dean's Office.

(f) ABUSE: Any child abuse cases brought to the attention of staff/teacher should be handled through the Dean's Office with the Tech 300 IPS Social Worker. Students will be immediately seen by the Nurse's Office.

(g) LOST ID CARDS: Any student losing his or her I.D. card should be sent to the Financial Office in the Arsenal Bldg. for the purchase of a new I.D. card (cost 50¢).

(h) BUS TICKETS LOST OR STOLEN: In this event, student should report to ROOM A of the Arsenal Building.

(i) LUNCH TICKETS LOST OR STOLEN: In this event, student should report to ROOM A of the Arsenal Building.

(j) STUDENT LOANS: Student requiring a loan less than $1.00 should report to the Head Dean of the respective Dean's Office. If the loan is for an amount in excess of $1.00, the student should be sent to ROOM A of the Arsenal Building.

(k) FEMALE STUDENTS: Any concerns that are uniquely female and cannot be handled sufficiently through family staff members should be reported to Dean of Girls or Nurse's Office.

(l) MAJOR INCIDENT REPORTS: On all major incidents, the Dean of Tech 300 is required to fill out a report to turn in to the Head Dean. A follow-up report will be requested from the Head Dean.

(3) Counseling Center Manager

Counseling Center Manager should meet with IH Manager before IHS student starts process to discuss the student's behavior.

(4) Caseload Counselor

(a) Responsible for writing Diagnostic concerns student's In-House Supervisors experience. Information should be collected from Counseling Center, IHM, Dean, teachers and student.

(b) The day preceding the student's entrance into In-House Supervision, the caseload staff person is responsible for home visits to inform the student and parent of the In-House contract and In-House procedure.

E. Programmatic Job Descriptions

1. General Responsibilities within Family

a. Responsible for supporting and assisting all family staff in carrying out their programmatic responsibilities.

b. Responsible for keeping family staff and students informed on a weekly basis of activities available to staff and students inside and outside of school and actively promoting activities.

c. Responsible for providing leadership to student committee.

d. Responsible for planning, implementation and evaluation of:

(1) Family Events - Two events during the 1st six weeks. One event during each remaining six weeks throughout the year. (To

include an all-day event 1st semester
and an overnight 2nd semester)

(2) Community Service Projects - One project 3rd six weeks of 1st semester.
One project 2nd six week of 2nd semester to be an indepth six week project.

e. Responsible for maintaining a chart of students which identifies their interests, dates of participation, and confirming with staff weekly plans for caseload activities by Wednesday each week.

f. Responsible for keeping individual records of student participation, types of groupings and content, patterns or information which assists students in social development.

g. Responsible for assessment of family staff skills and interests related to programming and determination of staff commitment to gym or club day.

h. Responsible for having all program forms (chart, ind. interests, family event evaluations, sign-up sheets, etc.) completed and turned in on time.

i. Responsible for bringing programmatic content into Orientation class through Supportive Curriculum and creative activities.

2. General Programmatic Specialists' Responsibilities within Programmatic Unit

   a. Provide information and ideas to the rest of the programmatic staff on specific area of content responsibility (Student Center, Cafe, After-School, etc.)

   b. Assist with and participate in Programmatic staff meetings, and inservice training.

   c. Attend and assist with all Tech 300 Special Events.

3. Specific Job Responsibilities: Programmatic Personnel

   a. School Liaison

      (1) Responsible for information, forms and communications for one Freshman Unit.

      (2) Responsible for all reservations of school facilities and equipment.

      (3) Responsible for ordering and distributing all programmatic equipment and supplies.

      (4) Responsible for distribution and collection of all programmatic information for families.

      (5) Responsible for collection and utilization of six (6) weeks programmatic information sheets.

      (6) Responsible for implementing programs set up by Gym Day Coordinator for Freshman Gym Day.

      (7) Responsible for supervision of the following staff and their respective job responsibilities:

         (a) Recreation Therapist

         (b) Gym Day Coordinator

(c) Cafeteria Coordinator

(d) Student Council/Girls Club Coordinator

(e) Music specialist

b. Supportive Curriculum Coordinator

(1) Responsible for assisting in current classroom content on a weekly basis, concentrating on English, Math, and Reading.

(2) Responsible for coordinating programmatic plans with classroom content through teacher meetings.

(3) Responsible for developing materials, games, activities to support classroom curriculum (Supportive Curriculum*)

(4) Responsible for organizing and maintaining file and resource center for these materials, to be utilized in classrooms, Satellite Centers, In-House Suspension, and in the Student Center, by total Tech 300 staff and students.

(5) Develop separate material and activity packets specifically for use at Satellite Centers.

(6) Responsible for coordination of Learning Center and Student Center in regard to Supportive Curriculum.

* Supportive Curriculum: enjoyable, creative activities and educational games used to support basic skills necessary for achievement in English, Math and Reading.

(7) Responsible for developing at least one "Learning Center" for Math, English, Reading and changing content every 3 weeks.

(8) Responsible for inservice training for programmatic staff on creative supportive materials and activities in curriculum.

(9) Responsible for coordinating Programmatic Content and Curriculum Committee with following objectives:

(a) Development of Supportive Curriculum

(b) Development of programmatic resources in the city

(c) Development of resource file

(d) Planning, execution and evaluation of Extravaganza, Talent Show and Student Executive Spring Event.

(10) Responsible for all functions listed under General Programmer Responsibilities.

c. Student Center Coordinator responsible for overall planning, supervision and operation of the Student Center, including:

(1) Physical environment of Student Center

(2) Resource Materials

(a) Books

(b) Magazines

(c) Educational games

(d) Bulletin Board

(e) Posters

(f) Worksheets (from Indy Prep)

(g) Worksheets (from Math, English, and Reading classes)

(3) Supplies

(4) Staff and Student Supervision

(a) Responsible for daily attendance of students assigned from study hall.

(b) Responsible for daily-sign in sheets for students with free periods.

(c) Responsible for supervision and training of staff who work in the Center.

(5) Coordination of specialists in Center so that each of their specialty areas becomes a weekly part of the student's experience.

(6) Coordination with Learning Center in regards to supportive curriculum.

(7) Responsible for all functions listed under General Programmer Responsibilities

d. Student Council & Girl's Clubs Coordinator

(1) Responsible for information, forms, and communications for the Sophomore Unit.

(2) Responsible for developing Student Executive Board through individual programmers.

(3) Responsible for chairing the S.E.B. which is made up of one student per family, including each unit.

(4) Responsible for implementation of all plans of the S.E.B.

(5) Responsible for seeing that entire staff is aware of S.E.B. functions and decisions.

(6) Responsible through S.E.B. for the following functions:

(a) Bulletin Board Tech 300

(b) S.E.B. Special Christmas and Spring Events

(c) Tech 300 Newspaper (along with Journalism Specialist)

(d) Other activities as recommended by the S.E.B. and oked by Program Coordinator

(7) Responsible for coordination of all Tech 300 Girl's Clubs (Girl Scouts, Girls Clubs, Big Sisters, etc.)

(8) Responsible for all functions listed under General Programmer Responsibilities.

e. Gym Day Coordinator - Responsible for planning and implementing all activities which take place on Tuesdays and Thursdays, in the after-school intramural and gym day program.

(1) Responsible for information, forms, and communications for the Junior Unit.

(2) Responsible for setting up and supervising intramural program which includes:

(a) Handling all equipment (footballs, stop watches, etc.)

(b) Securing officials (other staff)

(c) Securing score and timekeepers

(d) Keeping records of games won and lost

(e) Keeping records of team participants for Awards Banquet.

(3) Responsible for coaching the Indianapolis 300 Basketball Team which includes

(a) Scheduling games

(b) Holding tryouts

(c) Selection of team

(d) Securing transportation

(e) Organizing and supervising team practices.

(4) Responsible for working directly with Recreation Therapist in setting up individual and group physical fitness programs.

(5) Responsible for all aspects of the Spring Tech 300 Olympics.

(6) Responsbiel for all functions listed under General Programmer Responsibilities.

f. Cafeteria Coordinator - The Cafeteria Coordinator is the individual who sees that all cafeteria functions involving Tech 300 staff run smoothly.

(1) Responsible for coorindation of entire Tech 300 staff in cafeteria and for making sure that all assignments are being covered (including: line duty, area assignments, basketball courts, games area).

(2) Responsible for setting up Games Area in cafeteria by the beginning of the 2nd six weeks

(a) Supervision of area

(b) Setting up and supervising tournaments

(c) Ordering and maintaining equipment and supplies

(3) Responsible for having two displays per month.

(4) Responsible for daily assignment of 4 periods in the cafeteria to work closely with Mr. Pence, security and the Dean's Office.

(5) Responsible for planning, implementation and evaluation of Awards Banquet.

(6) Responsible for all functions listed under General Programmer Responsibilities.

g. Recreation Therapist

(1) Responsible for set-up and implementation of all individual and group physical fitness programs in conjunction with the Tech 300 Gym Day activities.

(2) Reponsible for assisting in three regular Tech High School Physical Education classes.

(3) Responsible for coordination of P.E. classes and after school physical fitness program.

(4) Responsible for working with specific individual students who have physical problems which can feasibly be improved by continuous individualized program.

(5) Responsible for becoming liaison to P.E. Dept., to identify resources of the Dept. and areas for further coordination and cooperation.

(6) Responsible for obtaining and distributing among staff, list of problem students or situations regarding gym classes, late fees, gym suits, etc.

(7) Responsible for all functions listed under General Programmer Responsibilities.

h. Outdoor Education Specialist

(1) Responsible for assisting in two (2) Tech 300 classes.

(2) Responsible for obtaining and sharing information with program staff on activities, clubs, special events related to outdoor education.

(3) Responsible for having this information turned into programmatic person responsible for Tech 300 calendar.

(4) Responsible for developing relationship with teacher sponsors of outdoor club in school in order to facilitate access to their ideas and resources.

(5) Responsible for working two periods in the Student Center.

(a) To work in coordination with Student Center coordinator and other staff in center, in areas of Supportive Curriculum.

(b) To expose students to various aspects of outdoor education.

(6) Responsible for developing and supervising outdoor club each week in the after school program.

(7) Responsible for working jointly with programmatic staff on the Curriculum and Resource Committee to:

(a) Develop Supportive Curriculum

(b) Develop Resource Network

(c) Plan, implement and evaluate Extravaganza, Talent Show, and Student Executive Board, Spring Event.

(8) Responsible for supervising Sophmore and Junior Special Interest Day with assistance from music specialist.

(9) Responsible for identifying and developing Outdoor Education resources in community for Resource Network.

i. Journalism Specialist

(1) Responsible for assisting in two Journalism related classes within the Journalism Department.

(2) Responsible for obtaining and sharing information with program staff on activities, clubs, special events related to journalism.

(3) Responsible for having this information turned into programmatic person responsible for Tech 300 calendar.

(4) Responsible for developing relationship with teachers in the Journalism Department in order to facilitate access to their ideas and resources.

(5) Responsible for assisting the two (2) Tech 300 English or Reading classes.

(6) Responsible for developing and supervising a Journalism club, to include a Tech 300 newspaper.

(7) Responsible for working jointly with programmatic staff on the Curriculum and Resource Committee to:

(a) Develop Supportive Curriculum

(b) Develop Resource Network

(c) Plan, implement and evaluate Extravaganza, Talent Show, and Student Executive Board, Spring Event.

(8) Responsible for developing Tech 300 staff calendar each month

j. Art Specialist

(1) Responsible for assisting in two (2) Art Craft Design classes within the Art Department.

(2) Responsible for obtaining and sharing information with program staff on activities, clubs, special events related to art.

(3) Responsible for having this information turned into programmatic person responsible for Tech 300 calendar.

(4) Responsible for developing relationship with teachers in Art Department in order to facilitate access to their ideas and resources.

(5) Responsible for working two two (2) periods in the Student Center:

(a) To work in coordination with Student Center coordinator and other staff in center, in areas of supportive curriculum.

(b) To expose students to various aspects of art education.

(6) Responsible for developing and supervising an art club each week in the after school program.

(7) Responsible for working jointly with programmatic staff on the Curriculum and Resource Committee to:

(a) Develop Supportive Curriculum

(b) Develop Resource Network

(e) Plan, implement and evaluate Extravaganza, Talent Show, and Student Executive Board, and Spring Event.

(8) Responsible for planning and executing the Sights of the City activities each Friday to be planned one month in advance.

k. Music Specialist

(1) Responsible for assisting in two music classes.

(2) Responsible for obtaining and sharing information with program staff on activities, clubs, special events related to music and the Music Department.

(3) Responsible for having this information turned into programmatic person responsible for Tech 300

(4) Responsible for developing relationships with teaching staff within Music Department, facilitating access to new ideas and resources of this department.

(5) Responsible for working two periods in Student Center:

(a) To work in coordination with Student Center coordinator and other staff in the center, and in areas of supportive curriculum.

(b) To expose students to various aspects of music.

(6) Responsible for developing and supervising music club each week in the after school programs.

(7) Responsible for working jointly with program staff on all after school programs.

(8) Responsible for coordinating Special Interest Day and supervising the Freshman Special Interest Day.

(9) Responsible for identifying musical resources in community for Resource Networks.

Beginnings of the Cities in Schools model have been constructed in Atlanta, Indianapolis and New York, with the progress over the past three years charted below.

September 1974 - August 1975

City	Students	Staff	Financial Participation
Atlanta	105	15	Atlanta Public Schools Reader's Digest Metropolitan Foundation of Atlanta
Indianapolis	300	42	Lilly Endowment City of Indianapolis Indianapolis Public Schools
New York	---	--	----------

September 1975 - August 1976

City	Students	Staff	Financial Participation
Atlanta	420	60	Lilly Endowment Atlanta Public Schools Reader's Digest Metropolitan Foundation of Atlanta Georgia Dept. of Human Resources
Indianapolis	1,000	105	Lilly Endowment City of Indianapolis Indianapolis Public Schools Marion County Juvenile Court
New York	120	4	C.B.S.

September 1976 - August 1977

City	Students	Staff	Financial Participation
Atlanta	650	75	Lilly Endowment Atlanta Public Schools Reader's Digest Metropolitan Foundation of Atlanta Georgia Dept. of Human Resources City of Atlanta Georgia State Crime Commission Fulton County Government
Indianapolis	1,500	160	Lilly Endowment City of Indianapolis Indianapolis Public Schools Marion County Juvenile Court State Dept. of Public Welfare Community Addiction Services Julian Mission Girl Scouts of America Near Eastside Multi-Service Center All American Employment Service Boy Scouts of America Big Sisters of Greater Indpls. Boys Clubs of Indianapolis Youth Service Bureau Girls Clubs of Indianapolis
New York	300	17	Lilly Endowment N.Y.C. Board of Education Singer Company N.Y.C. Police Dept. (Bronx) C.B.S.

APPENDIX C

LESSONS FROM PAST EFFORTS TO INTEGRATE THE DELIVERY OF SERVICES

A. Effort to reach too broadly may impair the project's central mission of developing intimate, concerted service delivery prototypes.

B. Avoid sweeping models which are grounded in the community action process rather than in terms of small, intimate, accountable delivery of services by a "family" unit.

C. Avoid a "crash" effort and allow time for quality planning, communication and execution. For example, planning should include consultation in advance with States and cities on the design and procedures for prototype development or replication; a complete specification of purposes and prototype design; a thorough training of personnel from all levels of government and from the private sector; creation of a working advisory group from State and local agencies and from private organizations; a system for built-in, systematic local evaluation as well as a thorough Federal monitoring.

D. Assure that the prototype is "people-oriented" with the end purpose of creating a structure with an emphasis on service rather than on the "brick and mortar" aspect of the effort.

E. Linking programs and services must involve more than a loose liaison among local agencies; members of different agencies must be welded into a team delivering unified services to a small group of clients on a continuing, intimate basis.

F. Avoid the tendency to communicate an ambiguous concept - specifics must be articulated. Failure to document the prototype will inhibit the success of its replication. The prototype must be well described in an easily understood document which is communicated to all entities involved in its replication.

G. Avoid an ad hoc approach to required resources. Provision must be made in advance of the prototype development or replication for an explicit understanding of the nature and amount of existing Federal, State and local resources which will be available so that assured planning can be carried on with respect to the services to be delivered.

H. Avoid procrastination on evaluations. Structure a standardized, built-in, on-the-site, fact-gathering and evaluation instrument on a "before" and "after" basis to determine the cost effectiveness and acceptability of the services and assistance provided by the staff of a given prototype.

I. Agency directors will be reluctant to release any control over policy. The project must clearly indicate how the agency will gain by cooperating.

APPENDIX D

BRIEF HISTORICAL OUTLINE OF GOVERNMENT'S EXPERIENCE WITH SERVICE INTEGRATION

Service integration is not a new concept. The beginnings of service integration can be seen at the turn of the century in efforts to serve the needs of the "whole person" in a neighborhood context - the settlement houses of immigration neighborhoods in eastern cities, the charity organizations and political associations in the industrial northeast.[53] In the 1930's State and Federal legislation addressed case work approaches for child and family services. By the early 1960's separate Federal, State and local social service agencies had formed and the Bureau of Public Assistance was reviewing the adequacies of social services in State plans.[54]

A. Federal Efforts

In the 1960's service coordination focused around the enactment of the Economic Opportunity legislation establishing the Office of Economic Opportunity in 1965 and the Community Action Program, the Model Cities program of 1967, the Intergovernmental Cooperation Act of 1968 as well as several non-legislated programs

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53/ Elise Bruml and Melissa Miller, The Integration of Social Services, the University of Chicago School of Social Service Administration, the Center for the Study of Welfare Policy (September 1972).

54/ "Brief Chronology of Development of Federal Policy Pertaining to Social Services," University of Chicago, School of Social Services, author unknown.

such as the Federal Housing Administration's "Concerted Services Program,"[55] Neighborhood Services Program directed by HUD during the 1966-70 period, and the Integrated Grants Administration.

A major service coordination attempt was mounted under the authority of the Economic Opportunity Act of 1964, which funded a large number of neighborhood centers. Community organization and outreach was given prominence in these centers.[56] The development and testing of new and improved neighborhood centers was the prime objective of the 14-city Neighborhood Center Pilot Program which was initiated by the Secretary of Housing and Urban Development on November 29, 1966, in cooperation with the Department of Health, Education, and Welfare, the Department of Labor, the Office of Economic Opportunity, and the Bureau of the Budget.[57]

55/ The disparate objectives of many of these programs resulted in conflicts in their operations. The survival of the program became the main concern of the participants and the emphasis on service integration diminished. See James L. Sundquist, Making Federalism Work (Washington, D.C.: The Brookings Institute, 1970).

56/ Some cities developed rather comprehensive arrays of services, incorporating many OEO programs and some activities of other agencies. However, most OEO funded centers were "storefront" centers with only a few service components. See Pearlman and Jones, Neighborhood Service Centers, Department of Health, Education, and Welfare, Washington, D.C. 1967.

57/ For an incisive commentary of the history, purposes, and possible principles of these centers, and a sketch of the divergent attitudes of the Federal agencies participating in the 14-city pilot program, see Bertram M. Beck, et al, "Neighborhood Centers: A Study and Recommendations" in Examination of the War on Poverty, Subcommittee on Employment, Manpower, and Poverty, of the Senate Committee on Labor and Public Welfare, 90th Congress, 1st Session. Staff & Consultants' Reports by III. (Sept. 1967).

The neighborhood center was in theory an organization for delivering a broad range of social services in a coordinated and highly responsive manner to individuals and families, and for serving the neighborhood at large.[58] Co-location of various agencies and services in a single building and integration of the services through central administration were essential parts of the overall system concept. The effort to find solutions to complex social problems led to the exploration of new approaches to the coordination of social services and human resource programs.[59]

In the Model Cities program, as with most of the other initiatives, the advocates of service integration, found it quite difficult to establish horizontal coordinating linkages that cut across the strong vertical linkages of Government programs.[60]

58/ For further discussion of the purpose of this concept, see March, "The Neighborhood Center Concept," Public Welfare, January 1968.

59/ For a broad range description of Federal efforts to promote improved coordination, see testimony of Charles L. Schultze, Director of the Bureau of the Budget in Creative Federalism, hearings before a Subcommittee on Intergovernmental Relations of the Senate Committee and Government Operations, 89th Congress, 2nd Session, Part I, November 16-21, 1966.

60/ As one author recently noted about the Model Cities effort:

> "When the Model Cities Administration staffers began their first serious talks with people from other federal agencies about 'coordinating' their categorical funds for use in the model cities programs, they made a number of disconcerting discoveries. Most of the categorical grant programs which seemed pertinent to the model cities plans were either administered according to precise statutory allocation formulas or were administered by the states, leaving little or no discretion for concentrating them on model neighborhoods or coordinating them in response to model cities plans."

See DeMuth, "Deregulating the Cities," The Public Interest, No. 44, Summer 1976, p. 119.

In 1972 HEW proposed the Allied Service Act, a legislative initiative for service integration. The Allied Services Act of 1972 provided, inter alia, for assistance to participating States to pay for plans dividing their territories into human-services areas, designating the services to be combined in community-based systems within those areas, and describing means of integrating such common-denominator activities as outreach, intake, referral, etc. A second title provided funds to State and local service areas to meet the initial cost of consolidating services, support activities and management functions. Another title relaxed certain categorical restrictions - for example, 30% of categorical grant funds would be allowed to be transferred from one program to another. The Act also provided for the waiver of certain Federal restrictions interfering with the State's ability to implement its plan.

The Act was locked up in Committee. Opponents argued that the integration of human services would dilute the unique expertise and capabilities that each separate categorical program brought to bear. The bill's opponents were concerned that the transfer of funds from one program to another would make possible wholesale shifts of funds. Thus leaving some needy group without services.

The Act was reintroduced in the House on October 2, 1975, by Congressman Brademas and others and referred to the Committee on Education and Labor. The 1975 version of the bill retains earlier

provisions, provides State and local government with flexibility in the management of HEW-funded programs and includes several recommendations advanced in the congressional hearings in 1974. Among these are further limits on fund transfers as well as provisions designed to strengthen the role of local jurisdictions in the development of integrated services plans, provide for public comment on those plans, and provide for the protection of confidential information.

In 1971 HEW commenced a series of demonstration projects known as the Services Integration Targets of Opportunity - SITO projects. The SITO grants were designed to test various methods of integrating services, with an emphasis on integration at the delivery level. These grants were funded for a period up to three years; the final grants were made in June 1975.

In 1974 HEW expanded on the SITO theory by initiating Partnership Grants, a new series of demonstration projects designed to enhance the ability of State and local governments to plan, manage and deliver human services in a comprehensive manner. These projects are currently being demonstrated in a variety of local sites.

In 1975 HEW established within its department a Capacity-Building Policy Council to focus attention on State and local officials for the purpose of identifying possible reforms of

HEW regulations and operations which inhibit service coordination. The Council has had the responsibility for designing an extensive evaluation strategy for service integration.[61]

B. State and Local Efforts

Although the Federal Government has yet to enact promising legislation concerning services integration, States and localities have moved forward. The Council of State Governments reports that twenty-six States now have comprehensive human resource agencies. These agencies include public welfare and social services and at least three of seven other major areas - health, mental health, mental retardation, corrections, youth services, vocational rehabilitation, and employment security. Human-services oriented agencies are also being formed in many cities - and a few counties - throughout the country. The significance of these efforts has been noted in an HEW memorandum:

> "... states and localities have been assuming greater responsibility for human services planning. Over half the states have created comprehensive human services agencies which manage at least four human services programs including public assistance and social services. Many of these agencies have been attempting to engage in planning that cuts across categorial HEW programs ...

61/ See "HEW Capacity-Building (Federal, State and Local)," Department of Health, Education, and Welfare (Washington, D.C.: May 20, 1975).

> "At the local level, an increasing number of communities are attempting to review and plan their human services programs. At both the state and local levels there a growing number of persons assuming human services planning responsibilities." 62/

Seattle, San Diego, Chattanooga and Minneapolis, for example, have created departments of human resources or human services. In other cities the chief executive has created offices with human services coordinating responsibility. The Chattanooga program interconnects over 100 human service agencies throughout the metropolitan area via a computerized intake and referral system. Any person, no matter what his problem, can walk into any agency and be assured of access to the entire network of agencies. The centralized transportation system and central purchasing, data processing, and other support services have resulted in substantial economies.

Considerable research into the formation of Comprehensive Human Resources agencies has been conducted by the Council of State Governments. This research, together with studies of service delivery conducted by the American Society for Public Administration and by the U.S. Department of Health, Education, and Welfare, suggests that the trend toward these agencies is the result of two developments: growing interest in integrating the delivery of human services at the community level, and a desire to modernize and rationalize the adminstration of State government at the policy-making, planning and budgeting level.

62/ See "Evaluation of Human Services Planning Approaches at the State and Local Levels," Department of Health, Education, and Welfare (April 1976).

APPENDIX E

MANAGEMENT INFORMATION

Objectives. A management information system oriented towards the provision of timely, accurate data and information among the Federal Special Assistant, IDC and the local operating entities will be designed expressly for this System.

The Management Information System will be designed and administered to:

- o Provide an orderly flow of timely and significant information as a sound basis for management action at each level of responsibility.
- o Assure a practical and uncomplicated method for compiling and processing information.
- o Give IDC the capability to provide continuous analysis, comparison and evaluation of information and data.
- o Standardize presentation of data and information in a format suitable for summarization, comparison, disclosure of key milestones points and events, and provide managers with a positive indication of trends, variations, deviations from plan, and problems.
- o Emphasize the effective use of the information for management planning, progress evaluation, accountability and project appraisal.

Elements of the System. The System will be designed to provide:

1. Information of "immediate" or "urgent" action or interest which must be made available to managers as rapidly as possible.
2. Routine information and data on project plans, progress and project status (actual vs. plan).

The communication loop will be designed around: mail service, mailgrams, telephones and telegrams. Guidance on when to use various facilities will be provided as an inherent part of the Management Information System.

Principles. The Management Information System will provide:

1. Identification and use of indices and data (such as performance, budgets, staffing, facilities) to provide a valid basis for comparison and evaluation of individual city projects and between these cities.
2. Identification of the projects' activities and performance enabling the Federal Special Assistant, IDC staff and City Project Facilitators to more effectively carry out their responsibilities.
3. A data bank of data associated with planning, budgeting, accounting, scheduling, operating and reporting activities within the framework of the entire System.
4. An ability to use selected information on a systematic and recurring basis from the data bank and the management information system.

5. The capability, including techniques and disciplines, needed to expand the system to encompass computer facilities and implement such advanced reporting and control techniques as line of balance, network milestones, PERT, where these would be effective.

There will be many unforeseen changes during the prototype operation of this project; work methods, operating procedures, technology, plans and budgets all will fluctuate and alter from the original concept. That, of course, is one of the basic reasons for prototype testing rather than full scale implementation. The data and the information by which these are expressed and evaluated must be responsive to all of these changes if the Facilitators and IDC are to effectively carry out their responsibilities. To achieve this, the following responsibilities will be assigned:

IDC Responsibilities

1. Plan, design, coordinate and establish the requirements and procedures for an effective management information system. Identify, in conjunction with the Special Assistant, Top Managers of IDC and City Facilitators, the project areas of special and continuing interest to Project Managers and Advisory Committee members.

2. Develop, in concjunction with the Special Assistant, IDC Top Staff, and City Facilitators an effective reporting statistical and data handling system from which information for operations and management can be obtained in a timely and accurate manner.
3. Analyze data and information reported and prepare project-wide correlations, comparisons and evaluations for the Special Assistant, IDC Top Staff and City Facilitators. Develop selected summary information which will effectively keep the Special Assistant, IDC Top Managers, City Facilitators and, as applicable, the Advisory Committee members, advised and updated on the System's status and performance.
4. Provide technical guidance and assistance to all elements of the System needing or requesting such assistance.

City Facilitators

The following responsibilities will be assigned to the Facilitators:

1. Define "Cities in School" program plans and objectives in terms of resource requirements and planned schedules or levels of accomplishment.
2. Identify program indices and data required to assure a continuing basis for determining program status or progress toward planned objectives, schedules and accomplishments.
3. Establish procedures to assure timely availability and submission of data required for management purposes. Provide charts, analyses, tabulations and other presentations of significant

program information for use of the Facilitators, IDC Top Staff and members of the Advisory Committee.

4. Provide continuing support to improve the development and presentation, evaluation material, including the use of the information and data incorporated in the management information system.
5. Work closely with the Special Assistant and IDC to develop additional management information requirements.

APPENDIX F

TRAINING STRATEGY

o To train facilitators, staffs and neighborhood and community participants the Integrated System will establish a training center. The center would collect information from the three prototype cities and other cities which have models incorporating the principles of integrated service delivery. The information would then be analyzed and organized for utilization in:

1. Policy and decisionmaking (Federal, State, local, private, etc.).
2. Training and Technical Assistance for facilitators, staffs, city, State and Federal officials, institutions, and other participants.
3. Evaluation and Research

o The information, training and technical assistance would be made available to a variety of projects, institutions, and citizens. In the early phases the center would train the facilitators and staffs of the prototype projects. As the prototype concepts are replicated in additional neighborhoods and cities, training, and technical assistance would be provided to participants in the replication projects.

o Three major training components would be emphasized:

1. Management Skills - skills necessary to plan, coordinate, control and provide effective integrated services, i.e., accountability and performance.

2. Human Relations Skills - skills of personal, interpersonal, group and intergroup dynamics and team work. These skills permit the effective utilization of the management skills and provide the social climate for the networking, interfacing and innovating skills.
3. Integration Skills - skills necessary for developing effective linkages of services. These skills enhance cooperation among agencies.

o All project facilitators and staff would receive thorough training in these three areas. Project facilitators would receive 126 hours of material with another 40 hours of on-site training. The facilitators would then assist in training their staffs in a five-day training session. Additional written materials, cassettes and on-site training would be provided to the project staff by the center.

o The initial center would be established immediately in Atlanta with satellites available in Indianapolis and New York. All of these locations would permit on-site exposure to projects. The center and its satellites could be combined with other existing institutions such as colleges, universities, churches, synagogues, foundations, etc.

STUDIES ON

STAFF/CLIENT RATIO

PURPOSE

This study is an investigation of the level of services provided to 5- to 14-year olds in a selected group of Atlanta inner-city neighborhoods. The purpose of the study is to establish an overall staff/client ratio for all public and private agencies providing social and education services to the target population.

HISTORY

Previous studies in four cities, commissioned by Exodus, Inc. and Institutional Development Corporation, established that for 15- to 19-year-olds there was a surprisingly high number of staff providing services. In fact the staff/client ratio was found to be approximately 1:7. As a result Exodus in cooperation with the Atlanta Public Schools, the Department of Human Resources, and the City of Atlanta has set up projects which attempt to make better use of the staff and services already available. These include Project Propinquity at Smith High School and the Area III Learning Center. Service formations at the Atlanta Street Academies have also been re-aligned according to the propinquity concept.* The success of these programs suggests that the principles may be relevant at the elementary school level. Such a program, if successful, could alleviate learning difficulties, health problems, and other needs before they develop to a critical level in the teenage years.

*Additional information on the propinquity concept is available from Exodus, Inc.

GEOGRAPHIC AREA

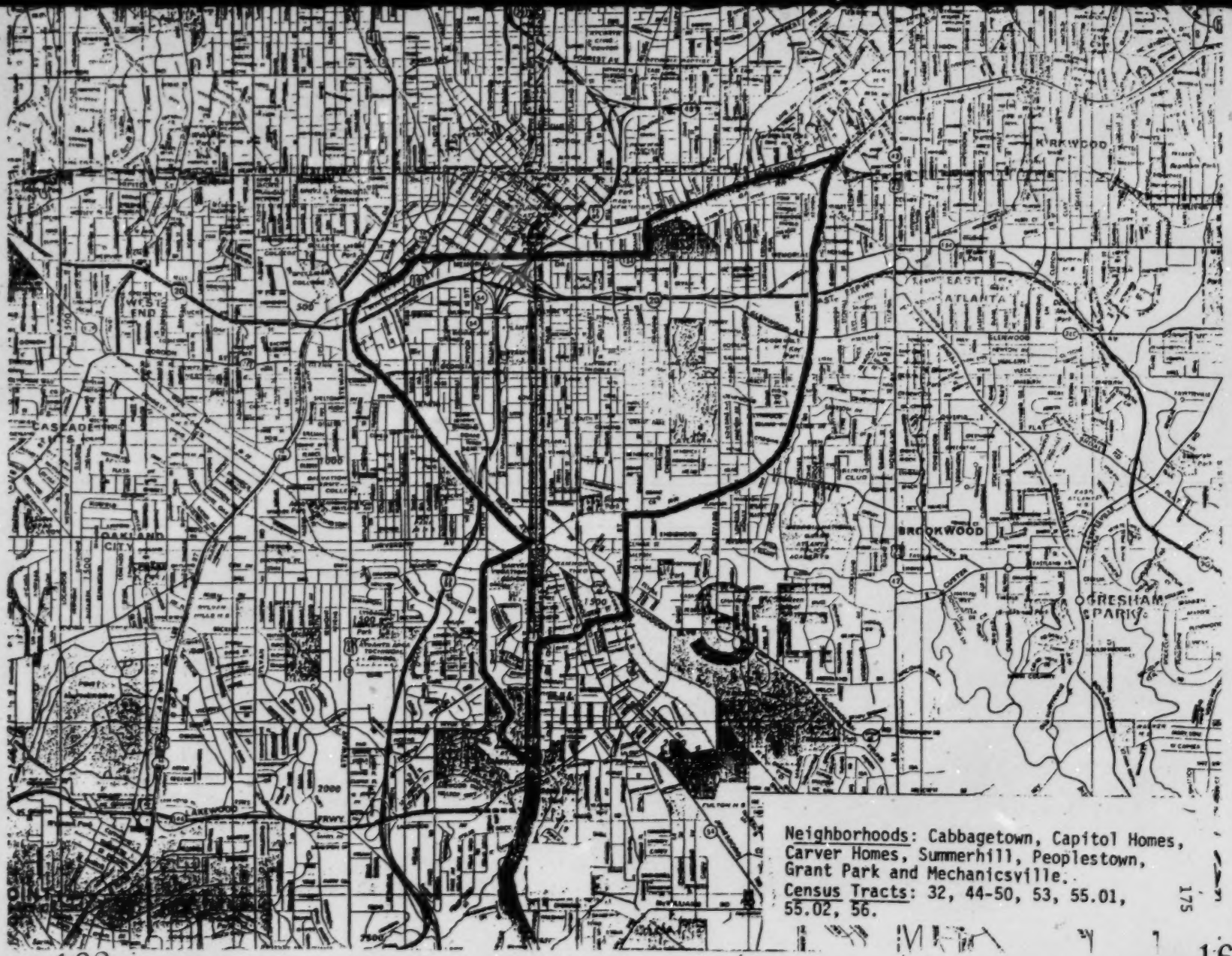
The area under examination was selected for reasons including the following:

- it includes black and white populations
- it consists of easily identifiable geographic units, such as well-known neighborhoods outlined by natural boundaries, highways, railroad tracks, etc.
- it is bounded by inclusive census tracts
- it includes the area used in the previous study on 15- to 19-year-olds.

The area selected consists of census tracts 32, 44-50, 53, 55.01, 55.02 and 56. These census tracts include the neighborhoods of Cabbagetown, Grant Park, Mechanicsville, Peoplestown, Summerhill and large sections of Capitol Homes and Carver Homes. (See map on the following page.)

POPULATION

According to the Atlanta Regional Commission's estimated 1975 census figures, the total population of the target area is 31,700. 2,992 persons are in the 5 to 9 age group and 3,642 are in the 10 to 14 age group, making a total of 6,634 5- to-14-year-olds. The population is predominantly black, with a substantial white minority of 24.7 per cent.



Neighborhoods: Cabbagetown, Capitol Homes, Carver Homes, Summerhill, Peoplestown, Grant Park and Mechanicsville.

Census Tracts: 32, 44-50, 53, 55.01, 55.02, 56.

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METHOD

The questionnaire used in this study is shown on the following page. It is based on the questionnaire previously used to investigate staff serving 15- to-19-year-olds. This questionnaire was personnally delivered or sent to over 100 public and private agencies. The intent was to collect information from any agency providing services to 5- to 14-year-olds in the designated area. Some agencies contacted did not have offices in the geographic area but were included in the study because they provided services to children in the area. Questions #3 and #4 were included to obtain a description of the types of services offered. Questions #5-7 were included to avoid duplication of staff or client figures in joint projects.

The method used for computing the staff/client ratio was as follows:

1. The total number of full-time, paid staff at each agency was determined. (Any part-time worker was counted as a fraction of a full-time employee according to the number of hours he or she worked.)

2. The percentage of clients served by the agency who are in the target age group and live in the designated area was next computed.

3. This percentage was multiplied by the total staff figure to get the Full-Time-Equivalent (F.T.E.) staff figure. The F.T.E. figure is thus a close approximation of the number of staff in each agency actually working with the target population.

4. The F.T.E. staff figures for all agencies were then added together. This total was divided into the total number of individuals in the target population, using the census figures for each age bracket. For further clarity, the data presented in the study is subdivided into the age groups 5- to 9-year-old and 10- to 14-year-old.

CITY SERVICES STUDY QUESTIONNAIRE

*1.) A. How many full-time, paid people are on your staff?

B. How many part-time? Their average hours per week?

*2.) A. How many clients have you served in the last year? (or in a similar period).

B. How many (or what percentage) of your clients, in the same period, are in the 5- to 9-year-old age group and live in the designated area? (refer to the area shown on the map within the dark lines.)

C. How many clients are in the 10- to 14-year-old age group and live in the designated area?

3.) A. What services do you offer clients in the age groups mentioned above?

B. What hours are these services offered?

4.) Are you restricted by any factors,such as age or geography, in serving these clients?

5.) What are your funding sources?

6.) Do you have any divisions or projects within your organization whose staff and clients were included in your answers to Questions #1 and #2? (please specify).

7.) Are you a division of a larger organization?

*If exact information is not available, please make estimates.

INTERPRETING THE DATA

In many cases it was impossible to obtain exact data, especially in regard to the percentage of clients from the target population. When exact data was not available, the researcher worked with agency personnel to achieve a reasonably accurate estimate. Any procedure used in achieving these estimated was designed to avoid an overestimation of the F.T.E. staff figure.

In some cases, such as the Butler Street Y.M.C.A., it was possible to delineate a section of the agency working within the designated area. In these cases,(shown on the data sheets by "in Area" following the name of the agency), the percentage of targeted clients and the total staff are figured only for the section of the agency actually in the designated area. Though this method of computation is more accurate in most respects, it does exclude administrative and clerical staff working outside the target area.

In interpreting the data from this study it is also important to understand what the results do not include. Volunteers were not included, although they perform important services, and in some agencies are more numerous than paid staff. Of the agencies investigated, almost 100 were identified who could provide services to the target population. Data is shown in this report for only 53 agencies. Most of the remaining agencies either have no clients from the target population at the present time, or have such a small percentage as to make their F.T.E. staff figure insignificant. In a few cases, such as the Community Crisis Intervention Center, there was no exact data available and no method for making a reasonable estimate. A very small number of agencies refused to release any information.

In summary, the final F.T.E. staff figure, when not exact, is a close approximation with any error slightly underestimating the totals.

AGENCY	TOTAL STAFF	% CLIENTS 5-9 FROM AREA	% CLIENTS 10-14 FROM AREA	F.T.E. STAFF 5-9	F.T.E. STAFF 10-14
American National Red Cross (Atlanta Youth Services)	3	1.5	---	.05	---
Atlanta Area School for the Deaf	65	1.7	1.7	1.10	1.10
Atlanta Area Services for the Blind	25	.3	.3	.07	.07
Atlanta Assistance for Retarded Citizens (Project RESCUE)	12.8	25	15	3.20	2.20
Atlanta Parks and Recreation (Southeast District)	46	42	31	19.32	14.26
Atlanta Community Service Center	.2	33	33	.07	.07
Atlanta Police Department (PAL)	5.2	---	9.1	---	.47
Atlanta Public Library	256	.6	.8	1.59	2.12
Atlanta Public Schools	8,000	3.2	3.9	256	312
Atlanta Southside Comprehensive Health Center	193	4.3	5.3	8.30	10.23
Atlanta Speech School	52.5	2.	.8	1.05	.42

*A complete directory of the agencies listed is available from Exodus which includes the types of services offered by each agency, the hours of operation, address, etc.

.ENCY	TOTAL STAFF	% .ENTS 5-9 FROM AREA	% CLIENTS 10-14 FROM AREA	F.T.E. STAFF 5-9	F.T.E. STAFF 10-14
Atlanta University Child Care Center	10	20.3	---	2.03	---
Big Brothers' Assistance of Atlanta	9	1	20	.09	1.80
Boy Scouts of America (In Area)	1	24	25	.24	.25
Butler Street YMCA (In Area)	3	53	10	1.59	.30
Campfire Girls (In Area)	2	70	28	1.40	.56
Capitol Homes Center (Atlanta Housing Authority)	3	17	17	.51	.51
Carver Homes Center (Atlanta Housing Authority)	3	30	24	.90	.72
Carver Homes Girls' Club	1.3	25	50	.33	.65
Child Service and Family Counseling Center (In Area)	1	---	20	---	.20
Christian City	35	---	2.4	---	.84
Christian Council of Metro Atlanta	3.5	15	25	.53	.88
Community Coordinated Child Care	22	40	10	8.80	2.20
Cornelia Moore Day Care Center	18	19	---	3.42	---
Dorothy Arkwright Day Care Center	18	40	---	7.20	---
EOA (Headstart)	100.5	16	---	16.08	---

GENCY	TOTAL STAFF	'ENTS 5-9 .OM AREA	% CLIENTS 10-14 FROM AREA	F.T.E. STAFF 5-9	F.T. STAFF 10-14
The Elaine Clark Center	44	7.7	3.9	3.39	1.72
Emory Child and Adolescent Psychiatry Clinic	4.6	1.9	1.9	.09	.09
Felton Williams Mission	2	25	25	.50	.50
Fulton County Department of Family and Children Services (In Area)	45	19	23	8.55	10.35
Fulton County Health Department	648	.8	.9	5.19	5.84
Fulton County Juvenile Court	170	.4	2.6	.68	4.42
Georgia Association for Guidance Aid, Placement and Empathy, Inc	5	1.2	---	.06	---
Georgia Avenue Presbyterian Church	3.5	25	50	.23	.58
The Georgia Conservancy	6	2.5	2.5	.15	.15
Grady Memorial Hospital	4,000	.8	.9	32.00	36.00
Grant Park Girls' Club	3	35	65	1.05	1.95
Haynes Day Care Center	14	20	---	2.80	---
Mama Baker Child Development Center No. 1	15	4	---	.60	---
Neighborhood Arts Center	19	28	16	5.32	3.04

_NCY	TOTAL STAFF	% CLIENTS 5-9 FROM AREA	% CLIENTS 10-14 FROM AREA	F.T.E. STAFF 5-9	F.T.E. STAFF 10-14
Northwest Georgia Girl Scout Council (In Area)	1	80	20	.80	.20
The Patch	13.5	15	75	2.03	10.13
The Salvation Army (In Area)	6.4	25	30	1.60	1.92
Savannah Street Neighborhood House	2	21	12	.42	.25
Sickle Cell Foundation of Georgia	11	.5	.8	.06	.09
Southern Christian Home	23.8	---	10	---	2.38
Stewart Baptist Center	2.5	5	5	.13	.13
Trinity Parish House	1	42	25	.42	.25
Warren Boys' Club	14	36	37	5.04	5.18
Wesley Community Centers	7	35	55	.82	1.28
YMCA (In Area)	10.7	70	25	7.49	2.68
YWCA (In Area)	4	50	50	2.00	2.00
Youth for Christ	2.5	---	56	---	1.40
TOTALS				415.29	444.20

	FTE Staff	Population in Target Area	Staff/Client Ratio
5- to 9-year-olds	415.29	2,992	1:7.20
10- to 14-year-olds	444.20	3,642	1:8.20
5- to 14-year-olds	859.49	6,634	1:7.72

THE FINAL RESULT IS ONE FULL-TIME STAFF PERSON FOR EVERY SEVEN OR EIGHT CLIENTS IN THE TARGET POPULATION.

CONCLUSION

The results of the study confirm our contention that there is a large number of staff and services available in the area, yet needs of the target population go unmet. We are led to conclude that the problem lies, not in a lack of resources, but in the duplication of services and lack of coordination.

It should be noted that the school system is the largest contributor to the total F.T.E. Staff figure. In addition, most of the children in the target population spend six to seven hours a day attending school. The results seem to validate the establishment of additional "propinquity" projects for children aged 5-14. With the school as the focal point, school personnel and other service agencies would make a coordinated effort to meet the needs of children. Ideally, this would not only make more efficient use of the social services now available, but also improve the educational process by reducing health, emotional and other problems that impede learning.

NUMERICAL PROPINQUITY INVESTIGATION

A look at staff-client ratios in selected inner-city neighborhoods of Atlanta

ATLANTA, GEORGIA

ANN CRAMER
MARK MASCHINOT

APRIL, 1974

While attempting to serve the urban poor, the professionals of Institutional Development Corporation acquired much expertise and insight in the area of urban institutions and their deficiencies. From these experiences, the professionals developed a hunch that the number of people paid to serve youth in inner-city areas is incredibly high.

This investigation seeks to test the soundness of this hunch by establishing the ratio of the number of people paid to serve 15- to 19-year-olds to the number of 15- to 19-year-olds in a group of Atlanta's inner-city neighborhoods.

Institutional Development Corporation is conducting similar surveys in several cities throughout the United States.

SELECTION OF POPULATION AND GEOGRAPHIC AREA

Institutional Development Corporation (IDC) used the following guidelines in the selection of the population and geographic area to be studied:

1. Population under examination - Youth, age 15 to 19 years old

   Assuming that the information contained in this report will be useful to policy-makers, IDC selected an age grouping it considered to be immensely important in the immediate reconstruction of inner-city communities. In previous and current work, IDC staff have noted that this age group can be the hope, rather than the terror, of oppressed communities if given proper institutional support. Younger kids idolize and emulate this age group. In effect, this group's behavior sets the parameters of acceptable behavior of their younger brothers and sisters. If worked with properly, these youth will <u>soon</u> become effective adults and appropriate models for emulation.

Another factor influencing the decision to select this specific age grouping for investigation is the availability of data in the form of census tract information.

2. Geographic area under examination - Includes Black and White populations
   - Consists of easily identifiable geographic units, preferably well-known neighborhoods outlined by natural boundaries, highways, railroad tracks, etc.
   - Bounded by inclusive census tracts

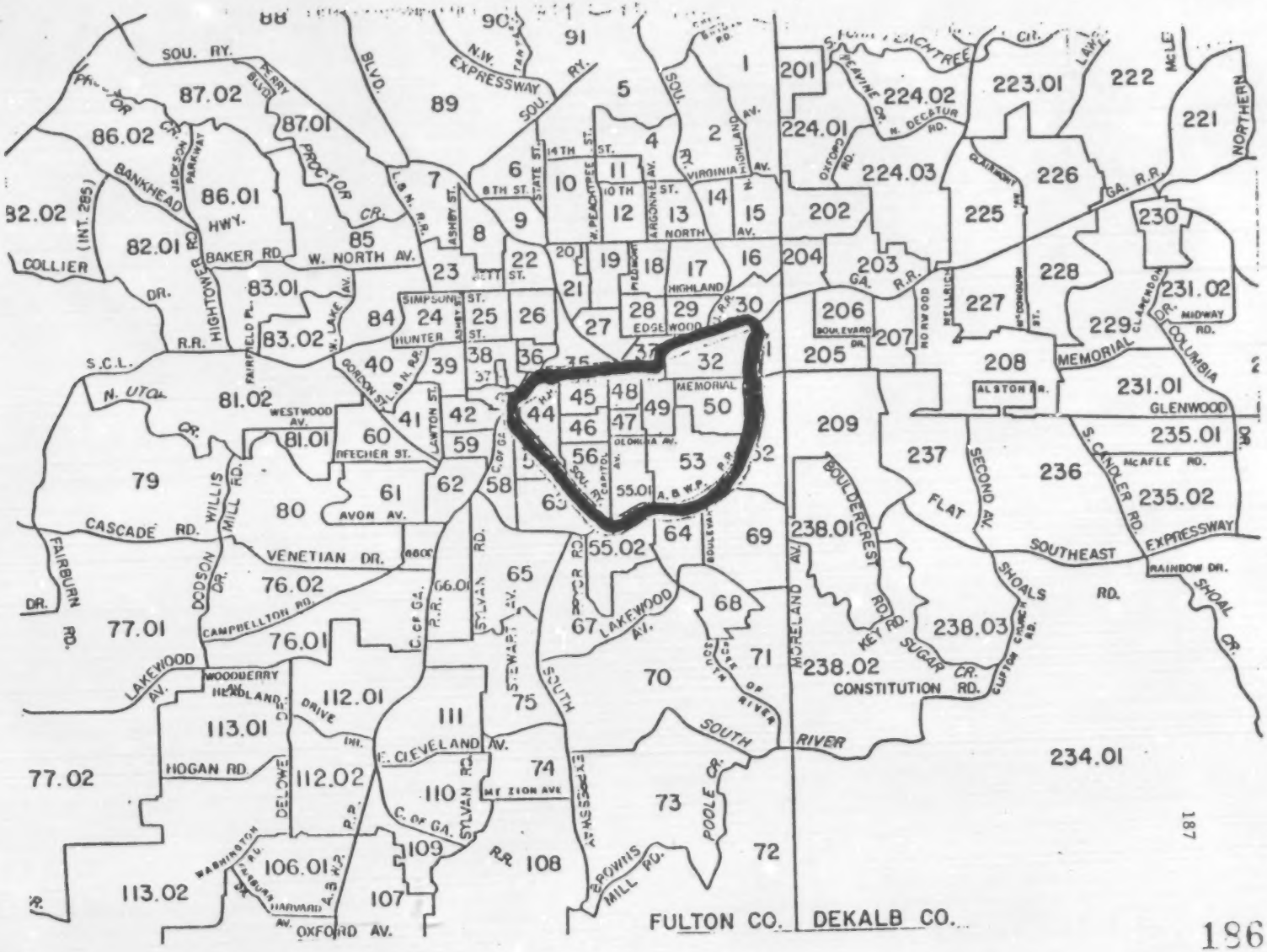
The investigator focused on inner-city poverty areas since these are the areas with which IDC is familiar and about which IDC had hypothesized. Public and private agencies have poured workers and money into such areas, yet needs go unmet. Thus, new and creative policies are in order for such areas.

Some observers claim that social service resources serve primarily the poor Black communities, rather than poor White areas. Since IDC is committed to serving poor communities, both Black and White, it is necessary for this survey to include various populations so that our findings will be useful for decisions made about Atlanta's poor in general, rather than just one group of such a population.

Boundaries for the area are synonymous with census tract boundaries in order to ensure an accurate estimate of the population under study. Easily identifiable geographic units are preferred so that information sources will be able to accurately estimate the number of their clients who come from such an area.

Based on the above guidelines, the following neighborhoods were selected for the survey: Cabbagetown, Capitol Homes, Summerhill, Peoplestown, Grant Park, Mechanicsville. These neighborhoods, except for a small portion of Capitol Homes which falls outside the area, make up the following census tracts: 32, 44, 45, 46, 47, 48, 49, 50, 53, 55.01, 56.

According to census data, there are 30,729 people living in the area bounded by these census tracts. This includes 3,215 youth between the ages of 15 and 19 years old. Of this population, 74.6 percent is Black.


SOU. RY.
N.W. EXPRESSWAY
BLVD.
PROCTOR CR.
BANKHEAD HWY.
JACKSON PARKWAY
COLLIER DR.
BAKER RD.
W. NORTH AV.
HIGHTOWER RD.
(INT. 285)
S.C.L.
R.R.
N. UTOY CR.
WESTWOOD AV.
GORDON ST.
LAWTON ST.
HUNTER ST.
SIMPSON ST.
ASHBY ST.
W. LAKE AV.
FAIRFIELD PL.
14TH ST.
10TH ST.
8TH ST.
STATE ST.
W. PEACHTREE ST.
ARGONNE AV.
VIRGINIA AV.
NORTH AV.
HIGHLAND
EDGEWOOD
MEMORIAL
GEORGIA AV.
OKLAHOMA AV.
CAPITOL AV.
A.B.W.P.
BOULEVARD
NO AVOOD
McELROY
McDONOUGH ST.
CLARENDON
ALSTON DR.
MEMORIAL
MIDWAY RD.
GLENWOOD
McAFEE RD.
S. CANDLER RD.
EXPRESSWAY
SOUTHEAST
RAINBOW DR.
SHOALS RD.
SHOAL CR.
BOULDERCREST
SECOND AV.
FLAT
KEY RD.
SUGAR CR.
CLIFTON CHURCH RD.
CONSTITUTION RD.
MORELAND AV.
LAKEWOOD AV.
SOUTH RIVER
POOLE CR.
EDWINS MILL RD.
ATLANTA & CHARLESTON A.L.R.R.
C. OF GA. R.R.
SYLVAN RD.
STEWART AV.
DOVER RD.
CAMPBELLTON RD.
VENETIAN DR.
CASCADE RD.
FAIRBURN RD.
DODSON DR.
WILLIS MILL RD.
AVON AV.
FLETCHER ST.
WOODBERRY DR.
HEADLAND DR.
DELOWE DR.
HOGAN RD.
E. CLEVELAND AV.
MT ZION AVE
WASHINGTON RD.
HARVARD AV.
OXFORD AV.
ATLANTA
GA. R.R.
NORTHERN
McLEAN
FULTON CO.
DEKALB CO.
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METHOD

Data for this report is based on a questionnaire used in a similar numerical propinquity survey conducted in East Harlem, New York City. (Copy of questionnaire is attached.)

The data was gathered by personal interviews and telephone conversations with project and agency staff members, usually project directors, public relations personnel, or statisticians.

The following strategy was designed to accomplish the purpose of the investigation:

IF WE FIND THE TOTAL NUMBER OF FULL-TIME-EQUIVALENT STAFF MEMBERS ALLOTTED TO OUR TARGET POPULATIONS AND DIVIDE THIS NUMBER BY THE NUMBER WITHIN OUR POPULATION, WE WILL KNOW THE STAFF-CLIENT RATIO FOR OUR TARGET POPULATION.

TO FIND THE TOTAL NUMBER OF FULL-TIME-EQUIVALENT STAFF MEMBERS ALLOTTED TO OUR TARGET POPULATION, WE MUST, AT EACH AGENCY OR PROJECT, FIND THE NUMBER OF PAID STAFF AND MULTIPLY THIS BY THE PERCENTAGE OF 15- TO 19-YEAR-OLDS FROM OUR DESIGNATED AREA. THEN WE MUST ADD THE FULL-TIME STAFF FROM VARIOUS AGENCIES.

Many agencies did not have ready access to the information requested. Therefore, much of the information presented is based on the educated guess of the professional within the agency. Some agencies were unable to estimate the number or percentage of their clientele which came from our specified census tracts. In those cases, the investigator assumed that resources are distributed equally among the geographic area served and the various age groupings, unless other information nullified such an assumption.

NUMERICAL PROPINQUITY
SURVEY QUESTIONNAIRE

1A. How many paid people are on your staff?

B. Full-time?

C. Part-time? (How many hours?)

2A. How many clients have you served within the past year? (Or during a similar period?)

B. How many clients do you currently serve?

C. How many (what %) of your clients are 15 to 19 years old living within the designated area? (Show map.)

3. Please indicate the number of employees in each job classification.

4. Are you restricted by any factors to serving only a special population? (Factors might include age, geography, arrest record)

5. What are your funding sources?

6. Do you have any divisions or projects within your organization?

7. Are you a division of a larger organization?

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FINDINGS

AGENCY	TOTAL STAFF	CLIENTS IN PROGRAM	NO. OF 15-19 FROM AREA	PERCENTAGE OF 15-19 FROM AREA	F.T.E. STAFF
Assistance to Offenders	3	150	42	28.0	.80
Atlanta Business League Work-Release Program	5.3	24	3	12.3	.66
Atlanta Police Department	1,706	81,548	1,350	1.7	28.13
Atlanta Public Library	290	607,592	3,215	0.5	1.53
Atlanta Public Schools	13,171	96,404	1,993	2.2	289.76
Atlanta Street Academy	31	121	10	8.3	2.57
Atlanta Skills Center	12	175	40	22.9	2.78
Atlanta Urban Corps	10.5	1,000	75	7.5	.79
Atlanta Urban League	39	2,700	450	16.7	6.40
Butler Street YMCA	57.6	10,946	2,737	25.0	14.40
Campfire Girls	13.5	7,500	50	0.7	0.09
Cherokee Avenue Foster Home	3	6	2	33.3	1.00
Christian Council	7	4,031	215	5.0	0.35
Fulton County Department of Family and Children Services	666	607,592	3,215	0.5	3.52

AGENCY	TOTAL STAFF	CLIENTS IN PROGRAM	NO. OF 15-19 FROM AREA	PERCENTAGE OF 15-19 FROM AREA	F.T.E. STAFF
Dunbar Employment Center	7	400	133	33.3	2.33
Economic Opportunity Atlanta	434.6	18,000	121	0.6	2.61
Emmaus House	11	250	75	30.0	3.30
Ex-Offender Program Labor Department	5	450	203	45.0	2.25
Explorer Scouts	5	2,000	30	1.5	0.08
Fulton County Health Department	550	451,100	2,090	0.5	2.50
Fulton County Juvenile Court	246	13,211	570	4.3	10.69
Georgia Avenue Presbyterian Church	3	200	20	10.0	0.30
Grady Memorial Hospital	5,080	435,833	2,090	0.5	24.38
Grant Park Girls Club	3.3	80	8	10.0	0.33
Legal Aid:					
-Courthouse	63	12,119	242	2.0	1.26
-Model Cities	6	2,000	400	20.0	1.20
Metropolitan YMCA	386	63,261	450	0.7	2.70
Model Cities Administration	47	4,500	238	5.3	2.49
Model Cities Employment Center	15	5,089	1,524	30.0	4.50

AGENCY	TOTAL STAFF	CLIENTS IN PROGRAM	NO. OF 15-19 FROM AREA	PERCENTAGE OF 15-19 FROM AREA	F.T.E. STAFF
Model Cities Impact Project Satellite	4	150	45	30.0	1.20
Model Cities Summer Youth Employment Program	1	400	320	80.0	0.80
Model Cities Youth Council	2	300	300	100.0	2.00
National Scholarship Service and Fund for Negro Students	13.7	3,000	1,500	50.0	6.85
Opportunities Industrialization Center	17	185	46	25.0	4.25
Parks and Recreation Department	710	80,716	2,212	2.7	19.17
The Patch	7	60	10	16.7	1.17
Pre-Trial Intervention Program	29	903	300	33.0	9.67
Planned Parenthood	37	9,400	978	10.4	3.85
Renewal House	50	400	2	0.5	0.25
Salvation Army - Fulton	12.7	240	72	30.0	3.81
Southside Comprehensive Health Center	304	27,000	721	2.7	8.10
Summit South	1	750	300	40.0	0.40

AGENCY	TOTAL STAFF	CLIENTS IN PROGRAM	NO. OF 15-19 FROM AREA	PERCENTAGE OF 15-19 FROM AREA	F.T.E. STAFF
Trinity Methodist Community Project	1	500	150	30.0	0.30
Warren Boys Club	15.7	3,346	769	20.0	3.14
Washington Street Treatment Center	7	100	4	4.0	0.28
Young Life	1	200	35	17.5	0.18
TOTAL					479.12

ONCLUSION

THE INVESTIGATION REVEALED 479.12 FULL-TIME-EQUIVALENT PAID STAFF FOR THE 3,215 YOUTH IN THE TARGET AREA.

THUS, THIS ESTABLISHES A STAFF-CLIENT RATIO OF 1:6.71.

APPENDIX H: EVOLUTION OF LOCAL INTEGRATED HUMAN SERVICE DELIVERY: SOME EXPERIENCE AND EXPERIMENTS IN ATLANTA, INDIANAPOLIS AND NEW YORK

APPENDIX H

COMPONENT OF LOCAL INTEGRATED HUMAN SERVICE DELIVERY: SOME EXPERIENCE AND EXPERIMENTS IN ATLANTA, INDIANAPOLIS AND NEW YORK

The local portion of the Integrated System is a concept that has evolved out of the varied experiences, the trial-and-error experiments of a group of mean and women who for more than 15 years have worked in the inner city slums of America. Dr. Landrum Bolling, President of Lilly Endowement, has written the following concerning the experience of these men and women:

> "Living with and trying to serve the poor, the minorities, the sick, the troubled, the delinquent, the men and women who developed the "Cities in Schools" program (a major component of the Integrated System) have learned the hard way something about what works and what doesn't work.
>
> "They have learned that something more than money is needed. They have seen vast sums of money squandered and misused that should have produced substantially greater services to people in need.
>
> "They have learned that something more than staff is needed. They have seen professionals and para-professionals stumbling over each other, or hiding behind desks and paperwork imposed by the procedures instead of being out delivering services to the people who need them.
>
> "They have learned that any good program, given the fallibility of human nature, can be abused by those it is intended to help or can be exploited shamelessly by the greedy and unprincipled. They have seen the 'con-operators' and 'rip-off artists' who fatten themselves on the plight of the poor and the mistakes and incompetencies and loop-holes in the system.
>
> "They have learned that there is an enormous reservoir of social concern in this country from which can be drawn vast resources in money and volunteer labor to help the needy. They have been able to evoke a commitment of human and financial resources from people all across the political, religious, and social spectrum.

> "They have learned that people in need want, almost more than anything else, to be treated with respect, as individuals, and to be helped to achieve that level of personal competence from which they can cope with their own difficulties. They have seen and been involved in the achievements of previously despairing, alienated and rebellious young people who have been able to break out of the downward spiral of anti-social behavior to become self-reliant, self-respecting, constructive contributors to a better society. They are convinced that urban decay can be checked and that, given the right kinds of help, most hurting, needy people can make major progress toward solving individual and family problems."

As the "entry-point" for delivery of integrated human services, the school has been chosen. For many inner-city youth and their parents it is the one social institution that (at last until they are turned off or turned out) seems to symbolize hope. So many of the other institutions to which the urban poor relate symbolize their failures and their fears: the police, the probation officers, the social workers, the welfare office, the drug rehabilitation workers, the correctional institutions. The school, whatever its inadequacies, represents for many the possibility for personal advancement. Moreover, in the case of high school age youth, the student holds unique power for good or evil within the poor urban neighborhoods. They set the models and shape the values of the younger children. They upset, threaten, and in extreme cases terrorize the adults. They are responsible for a disproportionately large percentage of the vandalism, the thievery, the drug traffic, the crimes of violence. Difficult as the task obviously is, the imperative need in the improving of the quality of life in the communities of human and environmental blight is for effective strategies to change the values and behavior of high school youth.

Accordingly, it has been decided to focus the initial efforts of developing integrated human service delivery systems around the schools. They become the center within which staff members drawn from a variety of agencies can begin to work together, as a kind of "surgical team" to attack in an integrated manner the whole broad range of problems that afflict the individuals and their deteriorating communities.

Over time, the pattern of integrated services provided for the special student groups in the schools should be broadened and brought to bear upon many other problems and larger groups within the community. In the beginning, however, it is important that the promising beginnings already made within the schools should be built upon and that work further strengthened.

At the heart of the proposal presented herewith are certain judgments that have emerged out of extensive experience with store-front "street academies" in Harlem, alternative educational projects inside and outside the public schools in Atlanta, and special programs within inner-city high schools in Indianapolis. Here are some of those experienced-based conclusions:

1. Most teen-age high school students with special problems have to have special, direct, personal attention. They cannot be simply thrown into the regular traditional classes to wink or swim. Almost invariably, if they are, they sink deeper and deeper.

2. The regular teachers handling regular courses cannot cope with the problems of their least advanced students. With all the

good will and idealism that could ever be hoped for, they will be swallowed up in the subject matter they are supposed to cover. They will be, in most cases, inevitably oriented toward their better students and will draw their personal satisfaction from the achievements of the better students. Moreover, most of them will simply not have the time, the energy or the special competencies to deal effectively with that whole range of social, psychological, and health problems that afflict the least effective students, nor will they likely have any way of getting at the home environment issues that may be the most destructive factors in the individual situation.

3. Support staff drawn into the schools to work with the regular teachers can make an enormous difference in the academic performance and general behavior of the students who are having trouble - and causing trouble. Some of that support staff can be assigned from the normal ranks of the youth-serving organizations already functioning in the community: social workers, probation officers, recreation workers, public health nurses, et al, who can be placed by their departments at the service of the proposed new program in the schools. Volunteers can and should be incorporated into the program to maintain a high enough student-to-staff ratio to provide the kind of personal attention required - and to keep costs within bounds.

4. By the proper melding of teachers, professional staffs and volunteers it becomes possible to create sensitive, human-scale units within which each individual can be dealt with as a person. The pattern developed at Arsenal-Technical High School in Indianapolis divides the students enrolled in the special program into "families" of 40, to each of which is attached a team of four teacher-counsellors. Within these "families" each student can experience - some for the first time - the supportive concern of a caring adult. Within that pattern of relationships the troubled, hurting, poorly performing student can be listened to and thoughtfully counselled so that he or she can begin to grow into the kind of self-esteem so essential for learning to cope with school and with the problems of daily life.

These principles are already part of the Cities in Schools Component which is operating successfully in Atlanta and Indianapolis. (A description of these projects is set forth in Appendix B of this paper.) The structure and procedures which have evolved in connection with these projects can be refined and expanded into a human service prototype to coordinate the delivery of most of the human services in a neighborhood or other limited geographic area.

APPENDIX I

ON THE HEW SITE VISIT REPORTS ON CITIES IN SCHOOLS DATED FEBRUARY 18 AND MARCH 3, 1977.

The purpose of this paper is to respond to the HEW Site Visit Reports of February 18 and March 3, 1977 (copies attached). In general, the HEW reports accurately describe present Cities in Schools activities. Particular attention should be given to the view expressed on page 9 of the February 18 report:

> "To our knowledge, no inner city school program has been initiated or tested in the past with the level of intensive attention to students' multiple needs evident in the Arsenal Tech project in Indianapolis .... We feel that support of these efforts, accompanied by a rigorous evaluation of their effects, would be an appropriate role for HEW."

Although the HEW reports raise many valid concerns, they contain a misunderstanding of the Cities in Schools model's relationship to the family, arguing that the model might contribute to family disintegration.

A major assumption in the development of the Cities in Schools model was that the family is critical to individual and community health and self-sufficiency. In building the model Cities in Schools has emphasized the importance of the family and sought to strengthen the family structure.

A major premise of Cities in Schools is that a student provides access to his family. Frequently, a student's problems will lead to a social service provider to another family member who has severe social problems. For example, in Indianapolis, a student's absence from school has led to a service provider caring for that student's mother's alcohol problem.

The Cities in Schools staff -- by demonstrating concern for the student -- enters the student's family as an ally and a friend. Indeed, a major responsibility of the staff is to work with a student's family. Moreover, adolescents (particularly male adolescents) often need adult models and assistance from outside the family. Cities in Schools attempts to provide these models in a manner which reinforces the family structure. The staff certainly provides better male models than are commonly found in inner-city areas.

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY

TO : The Secretary
THRU: US
ES Fred Bohen
Henry Aaron H.A.

DATE: February 18, 1977

FROM : Cities in Schools Site Visit Team

SUBJECT Visit to Cities in Schools Projects in Indianapolis, Atlanta and New York City

At your request, we visited eight Cities in Schools sites in three cities and discussed the concepts involved and progress to date with more than fifty persons (list attached). These individuals either work with the projects, support their efforts or are knowledgeable about the projects because of their positions in the community or in local or state government.

This report is not an evaluation. To fully evaluate the projects would require efforts over a period of months or even years. We are comfortable, however, that within the time available to us, this report represents a careful assessment of the potential of the Cities in Schools concept as represented by projects currently underway and plans for the future. In brief, we were favorably impressed by many of the efforts we saw and feel this approach warrants further HEW attention. On the other hand, we felt that some of the plans for expansion and replication of these efforts need careful analysis before any significant Federal involvement is considered. We will be happy to brief you or to provide written answers to any further questions you may have.

The Concept

The basic approach being used by Exodus, Inc., and the Institutional Development Corporation is based on the argument that fragmented services delivered along functional lines fail to make the needed integrated impact on the clients of these services. Many urban problems are described in this model as resulting primarily from breakdowns in poor families and neighborhoods. Traditional services, which treat symptoms—health problems, poor educational performance, criminal justice problems and counseling needs—separately, only help

to speed the disintegration of neighborhood, family and the personality of the individual. This patchwork of uncoordinated services also results in programmatic duplication and inefficiency, since the various service providers cannot know about, and build upon, each others' efforts.

The concept proposes to eliminate this dysfunction by breaking the client population down into small manageable units—a school, a part of a school, a neighborhood or even a city block—and by addressing the problems represented in this community or class by intensive application of coordinated and mutually supportive services. The key elements of this approach are:

- That client groups be separated into manageable units which maintain a stable relationship over an extended period of time with a fixed team of specialists.
- That the teams of specialists with different backgrounds and disciplines focus their services on the individual to deal with his multiple problems.
- That there be intensive discussion about problems and approaches among team members to insure coordination and mutual support.
- That team members be willing to take a personal interest in the people they are working with and that their indicators of success be improvements in the individuals, the schools or the neighborhoods and not merely the adequate performance of their own functional responsibilities.

In the efforts to demonstrate this concept in a school setting directed at the most disruptive and disadvantaged students, the approach used is to divide students into groups or "families" of forty students which stay together throughout most of the class day. The goal is to provide these students with a strongly supportive environment (which they may not have at home) and to emphasize intensive remedial, counseling and supportive services and engagement in extracurricular activities as a group. Strong emphasis is placed on achieving order in the classroom, developing self discipline and on individual attention to the full range of each student's needs. In some sites, this is achieved by assigning four or more supportive staff persons (and one teacher) to each family or group, resulting in an adult staff to student ratio of 1:8. The school is seen as a logical institution in the community around which to focus services because schools provide "captive" audiences.

In the effort to demonstrate this concept in a neighborhood (which cannot really be assessed since the first effort has just begun in the West Bronx) the approach would involve assignment of social service, probation, police, sanitation, housing and other service providers to a team, which would then have full service responsibility

for a small defined area, a block or several blocks. The members of this team would have sole service responsibility for their area and would be accountable as a team on the basis of their overall success in improving conditions and helping people.

There are a number of assumptions underlying this concept and its potential as a more generalized model for improved service delivery:

- That coordinated services focused on the individual, the school, the neighborhood or other manageable units will be more effective than the current service delivery system
- That application of this approach will cost little or no more than the current services system, since the resources and staff are already in place and movement to this model would only reallocate and reorient these existing resources
- That public and private agencies will agree to reallocate part of their staff and funds toward providing services using this intensive team approach
- That by supporting a number of "prototypes" or demonstrations of this approach (using additional funds at this stage) the effectiveness of this approach will be made evident, and this will provide the impetus to Federal, state and local governments, and the private sector, to take the difficult steps necessary to more generally organize their service delivery organizations along these principles
- That early involvement of the business community, civic leaders and government officials will provide a cadre of influential persons convinced of the superiority of this approach and willing to lead the battles to change funding practices, laws and ordinances and professional group and union reluctance to allow application in a city and more generally throughout the country.

The Indianapolis Project

In Indianapolis, the Cities in Schools effort is known as the Tech 300 project. The program focuses exclusively on the Schools model, and currently has projects underway at four high schools, one junior high and one elementary school. The effort is fully staffed in only one high school, with partial staffing in another high school, and skeleton staffing in the others. We visited the fully operational high school, one other high school, and the elementary school.

The project effort at Arsenal Technical High School is in its third year and invovles 480 of the 5,000 students in the school. Originally, students were selected for the program on a random basis but, more recently, the project has been focusing on youth with poor attendance records, poor academic performance or a history of disrupting classes.

These students are divided into groups of forty, each of which has a multi-disciplinary staff of five, including a regular teacher, a social worker, a youth worker, a special educator and a person with primary responsibility for planning extra-curricular events. This group, forty students and five staff, stay together for four of the six daily class periods during which remedial education is the primary focus. Heavy emphasis is placed on mutual support by members of the group, on attention to personal problems, and on continuing to work as a group outside the classroom.

In addition to this intensive work with 480 students, Tech 300 staff also provide some services to the entire school, including maintenance of discipline, replacing teachers in performing cafeteria and hall monitoring duties, and ad hoc counseling of students referred by their teachers.

Arlington High School has only six Tech 300 staff assigned, and the effort has only been underway for three months. Here the effort is concentrated on running special remedial classes for students having problems in math, science, social studies and reading.

The elementary program at P.S. 45 involves nine Tech 300 staff providing services to the entire school. Their primary role is to maintain discipline, especially in the lunchroom and halls, to provide tutorial assistance to children having learning problems and to counsel children on disciplinary or personal issues on referral from the classroom teachers.

The total budget of the Indianapolis effort is approximately $1.4 million annually:

Source	Funds
Lilly Endowment	$200,000*
Title XX (State of Indiana)	$600,000
CETA (City of Indianapolis)	$500,000
Other Private	$100,000
Total:	$1,400,000

*Lilly Endowment funds are donated to the State of Indiana to provide the 25 percent state share to match the Title XX funds.

In addition to the local support indicated by these allocations of funds there is in-kind support from the Indianapolis Public Schools (participation by teachers, allocation of space) 1/2 of a full time staff person allocated by the Marion County Juvenile Court, and 1/2 person allocated by the Girl Scouts. There are several other agencies involved on a contract basis, paid for by the Title XX funds received by the Institutional Development Corporation. Under the former mayor, 23 regular city staff persons were assigned to the project, but this allocation was not renewed.

On the positive side of the Indianapolis effort:

- It is providing valuable services to inner city schools. School administrators we talked to seemed genuinely grateful for the added services provided by the Tech 300 staff.
- It is experimenting with an intensive multi-disciplinary approach to youth geared to their multiple problems and committed to a personal approach which goes well beyond the 9:00 - 3:00 school day (to our knowledge, this kind of multi-disciplinary intensive effort, with staff to student ratios as low as 1:8, has not been attempted before).
- The staff involved are dedicated and clearly committed to achieving a positive impact on the youth in the schools.
- There is an apparent improvement in discipline in the school.
- The program is working with youth who would normally be written off by other schools because they do not have the facilities or staff to deal with them.
- There is some indication of a trend toward improvement in academic performance though the data reviewed is somewhat confusing and contradictory.
- There has been some improvement in attendance.
- There is positive but cautious enthusiasm expressed by the Superintendent of Schools and the Principals involved.
- The staff recognize the need for more precise evaluative tools to measure the success of the effort and they are actively seeking assistance in designing and supporting such an evaluation.

Our concerns about the Indianapolis effort deal exclusively with the issues of expansion and replication, and not with the efforts to date:

- The State of Indiana, until recently, has used only 7 percent of its Title XX entitlement. The decision in 1975 to expand state usage of this program provided a source of untapped funds already committed in most other states.

- We are not convinced that a clear strategy exists to move from the current limited demonstration to the more general application of this concept in Indianapolis envisioned by the Tech 300 staff, e.g., to move from a current paid staff of 100 to a staff of 3300 by 1982.

The Atlanta Project

The Cities in Schools project in Atlanta (where it is known as Project Propinquity) is currently operating in three of the four quadrants of the Atlanta School System.

There are four satellite school projects which operate on the street academy model. These projects take dropouts, juvenile court referrals and youth who cannot function in a traditional school setting. They accept full responsibility for education of the students, are accredited by the Atlanta Public School System and receive support for teacher salaries from the State of Georgia based on the number of students enrolled. Each of the projects serves about 100 students, and is staffed by five teachers, three social service professionals provided under Title XX funding, two additional community workers and several interns for a total staff: student ratio of 1:10.

There is an in-school program at Smith High School, similar to the project at Arsenal Tech High School in Indianapolis. The Smith Project includes 200 students chosen for their poor academic performance or difficulties in adjusting to the regular school program. The staff student ratio is 1:10.

In addition to these projects, the Atlanta effort includes a mobile classroom or school-without-walls project, a grade school project offering intensive staffing, tutoring and counseling for children grades K to 4, and three remedial reading workshops serving adolescents with low reading skills.

The budget of the Atlanta Project Propinquity effort is $1 million annually. Sources of these funds include:

Title XX (State of Georgia)	$300,000
LEAA (Georgia Crime Commission)	$280,000
U.S. Department of Labor Contract	$100,000
CETA	$ 70,000
Private Funds	$100,000
Atlanta School System	$150,000*
Total:	$1,000,000

* represents in-kind contribution of teaching staff

In addition to this funding commitment, the local support for the Atlanta effort is indicated by widespread knowledge and approval of this project in the business community and among governmental officials and community leaders.

Positive aspects of the Atlanta effort include:

- Strong relationship with the probation/parole system and advocacy for the youth in appropriate cases.
- The project, particularly the satellite program, is dealing with youth who would otherwise be lost to the educational system.
- The satellite programs have strong links to the traditional educational system and are supported in part by that system.
- There is a strong emphasis on preparation for work and an effort to find jobs for youth completing the program.
- There is a more realistic approach to expansion of the program in Atlanta than in Indianapolis.
- There is strong evidence of local government agencies' willingness to institutionalize this system as indicated by both their statements and the allocation of staff support funds.
- As in Indianapolis, there is a strong desire on the part of Project Propinquity staff to have their project fully and rigorously evaluated.

The New York City Project

The effort in New York City is only in its second year. It consists of three elements: a project in Julia Richman High School, a project at P.S. 114 in the Bronx, and a community focused project covering 30 square blocks of the West Bronx. The project in New York City is operating at a much lower budget level than either Indianapolis or Atlanta.

Julia Richman High School is located at 67th Street and Second Avenue in Manhattan but its students live in Harlem. The project at this school involves 200 students with educational or discipline problems. There are seven project staff members, recruited from among school system teachers laid off because of budget cuts. These staff, since they are qualified teachers, are used to teach regular classes, thus enabling a reduction in class size for the project students from 60 to 30. They have not yet acquired supportive social service and counseling staff.

P.S. 114 is an elementary school in the West Bronx with 1,300 students in a facility designed for 800. The project here is just three months old and consists of five staff who supplement the teachers in discipline and monitoring activities and perform remedial and counseling tasks.

The Community-based effort in the West Bronx has barely begun. The eventual plan is to organize the 30 square block area, block by block, and provide a wide range of public services in this area on a neighborhood basis. Discussions are currently underway between project staff, officials in the mayor's office and staff of the major city agencies to determine whether the city is interested in going forward with this effort.

Funding support in the New York project consists of $75,000 from CBS, $25,000 from the Lilly Endowment, the salaries of two Police Community Service Officers provided by the New York Model Cities Office and some direct support from the Institutional Development Corporation. This effort is clearly in its formative stage and there is little evidence of institutional support at this time.

On the positive side of the New York City project:

- It clearly has the support of the High School and Elementary School principals where project staff are assigned.

- The idea of attempting a neighborhood approach is good in that it provides an additional testing ground for the overall concept.

Concerns about the New York City project include:

- The thirty block Bronx neighborhood effort presents some very complex problems and the staff did not convince us they had a detailed plan for approaching them.

- While there are no Teachers Union problems with the project's staff placements, this may be so because the staff being placed in the schools are laid off teachers. If the project begins placing non-teachers in the schools while there are still laid off teachers out of work, union troubles could develop.

- The fiscal situation of New York City gives the city little margin with which to experiment. Since changes in organization, even if they promise eventual increased efficiencies invariably cost more in the short run, it seems unlikely that New York City will participate in any significant reorganization or staff reallocation beyond the extent fully supported by additional external funds.

Discussion:

Exodus and the Institutional Development Corporation have at least three goals, and it is necessary to understand the distinction between them to be able to discuss the possible Federal role properly:

1. The development and operation of a series of demonstrations of a certain approach to providing services. This approach involves division of the client population into small groups and providing services in an intensive manner, using, as much as possible, already existing service resources in the community.

2. Implementing a strategy for "showcasing" these demonstrations to gain support and force politicians, unions and service agencies to adopt this approach on a more extensive basis in the demonstration city and to stimulate similar approaches in other cities.

3. Obtaining Federal support for a demonstration and clearinghouse function to identify other innovative approaches in the field of human services, develop demonstrations of these approaches and assist the transfer of these approaches to other localities.

The first of these goals is fairly well thought out and represents, in our opinion, something which HEW could support on a research and demonstration basis. To our knowledge, no inner city school program has been initiated or tested in the past with the level of intensive attention to students' multiple needs evident in the Arsenal Tech project in Indianapolis. The Arsenal Tech project is already operating at full staffing level and the initial steps have been taken in other schools. We feel that support of these efforts, accompanied by a rigorous evaluation of their effects, would be an appropriate role for HEW.

The second goal, that of expanding and institutionalizing this approach, is clearly appropriate if evaluation shows this aproach is significantly superior to our present services delivery system in terms of effectiveness. However, visible Federal involvement in this goal at this point in time may be premature for the following reasons:

- There is not yet any strong evidence of the hoped-for positive effect of the approach. Early movement toward expansion efforts could develop opposition to this concept before it has evidence to prove its worth.

- An assumption is made that this system can be implemented with little or no additional cost because staff already exists. This is questionable, since some of the resources counted in this analysis may not be available for reprogramming toward this model.

- The school—and to a lesser extent the community—focus of this approach is presented as an alternative to the functional approach to services, but it is also an alternative to the traditional family focused approach, and major support of this approach is certain to raise the complaint that Federal attention to a family-surrogate model will further contribute to family disintegration.

- A widespread implementation of this model requires a reorganization of state and city bureaucracies, reorientation of the traditions of professional organizations, mobilization of business and governmental leaders and a totally new way of budgeting for services. Since these changes will happen slowly, we feel it would be a mistake to embrace this agenda too early or enthusiastically since such support could help to coalesce opposition.

On the third goal, that of identifying and helping to transfer other potentially innovative or effective approaches to providing human services, we believe that it is an appropriate role of the Federal Government which has been performed over the years, although at times with little real seriousness or effect. As examples of this kind of effort, we would point to such things as our research, demonstration and evaluation programs and clearinghouses for dissemination of findings and approaches. If an expanded effort in this area is to be attempted, we do not believe Exodus or Institutional Development Corporation should be charged with this responsibility alone, but their participation in a "good ideas clearinghouse" with OMB, research and evaluation staff and regional office involvement would be appropriate and worthwhile.

Gerald J Bennett, for

Gerald Bennett, OS
Donald P. Carmody, PHS
Norman Gold, NIE
Robert H. McGee, OHD
Sylvia E. Vela, SRS

Prepared by: P/SSHD:J. Bennett:x56863:2/17/77

CITIES IN SCHOOLS SITE VISITS
PERSONS INTERVIEWED

Indianapolis, February 9-10, 1977

Mayor William Hudnut, Mayor of Indianapolis.
Mr. Karl Kalp, Superintendent of the Indianapolis Public Schools.
Mr. Harv Oostdyk, Project Facilitator, Indianapolis Cities in Schools Project.
Ms. Betsy Baltz, Director, Arsenal Technical HIgh School Project.
Mr. Roy Crowe, Diretor of Parks and Recreation, City of Indianapolis.
Ms. Betty Mowery, Director of Manpower Programs, City of Indianapolis.
Mr. Stanley Stern, Executive Vice President, Midwest National Bank, Indianapolis.
Mr. Ray Rizzo, Executive Assistant to the Governor of Indiana.
Mr. Mike Carroll, Special Assistant to Senator Richard Lugar and former Deputy Mayor of Indianapolis.
Mr. Don Henry, Director, Community Services Administration, State of Indiana.
Mr. Dean Evans, Diretor of Elementary and Secondary Education Programs, The Lilly Endowment.
Mr. Jim Morris, Director of Community Development Programs, The Lilly Endowment.
Mr. Bo White, Deputy Facilitator, Indianapolis, Cities in Schools staff.
Mr. Bill White, Tech 300 (Cities in Schools) staff, Indianapolis.
Rev. Natalia Vonnegut, Director, The Julian Mission, Indianapolis.
Mr. Ray Reed, Principal, Arsenal Technical HIgh School, Indianapolis.
Ms. Diana Chronin, Director, Girls Clubs of Marion County, Indianapolis.
Ms. Marilyn Burger, Program Director, Girl Scouts of America, Indianapolis.
Mr. Carl Andrews, Director, Boys Clubs of Indianapolis.
Mr. Kenneth Chapman, Executive Director, Community Service, Council of Metropolitan Indianapolis.
Mr. Brian Bosworth, Title XX Director, Indiana State Department of Public Welfare.
Mr. James Mallin, Director of the Childrens Bureau, Inc., Indianapolis.

Atlanta, February 11, 1977

Mr. Bill Millican, Vice President, Exodus Inc., Atlanta.
Mr. Neil Shorthouse, Senior Coordinator, Exodus, Inc., Atlanta.
Mr. David Lewis, Director, Atlanta Street Academy, and President, Exodus, Inc.
Mr. Bobby Garrett, Project Coordinator, Brown High School Satellite Learning Center, Atlanta.
Mr. Charles Smith, Criminal Justice Counselor, Brown High School Satelite Learning Center, Atlanta.
Rev. Tom Bowers, Rector, St. Luke's Episcopal Church, Atlanta.
Rev. Peter Thomas, Associate Rector, St. Luke's Episcopal Church.
Mr. Roy Kendall, Director, Area III Learning Center, Atlanta.

Mr. Richard Hicks, Executive Director, United Fund of Metropolitan Atlanta.
Mr. Jimmy Hardy, Director of the Smith High School Propinquity Project, Atlanta.
Mr. Jason Allen, Youth Coordinator, Smith High School Propinquity Project, Atlanta.
Mr. Charles Hawk, Principal, Smith High School, Atlanta.
Mr. Boisfeuillet Jones, President of the Woodruff Foundation and Member of the Board of Directors, Georgia Department of Human Resources.
Mr. A. B. Padgett, Vice President for Consumer Affairs, Trust Company of Georgia.
Mr. George Berry, City Administrator, City of Atlanta.
Mr. Bill Jamieson, Interim Commissioner, Georgia Department of Human Resources.
Mr. Norris Hogans, Principal, Carver Comprehensive High School, Atlanta.
Mr. Moses Norris, Area 3 Administrator, Atlanta Public Schools.
Mr. Fred Crawford, Director, Center for Research in Social Change, Emory University.
Mr. Charles Palmgren, Director of Training for Exodux, Inc., and Consultant for Staff Development to the Georgia Department of Human Resources.
Mr. James Davis, Special Assistant to the President, Georgia Power Company.
Mr. George Johnson, President, George Johnson Properties, Atlanta.
Mr. Ted Fisher, Management Consultant, Atlanta.

New York City, February 14, 1977

Ms. Jessica Bram, Staff Assistant, Office of Deputy Mayor Zuccotti of New York City.
Ms. Sylvia Ballatt, Principal of Julia Richman High School, New York City.
Mr. Ron Walter, Assistant to the Mayor of New York City.
Mr. Herb Miller, Coordinator of the Cities in Schools effort in New York City and former Assistant to the New York City Police Commissioner.
Mr. Anthony Bouza, Deputy Chief, New York City Transit Police and former NYPD Commander for the Bronx.
Ms. Maria Santos, Principal of P.S. 114, New York City.
Mr. Bruce Spraggins, Staff Co-Director, Cities in Schools project at Julia Richman High School, New York City.
Mr. Jud Gordon, Staff Co-Director, Cities in Schools project at Julia Richman High School, New York City.
Mr. Matt Fantacci, Teacher, Julia Richman High School, New York City.
Mr. Tony Hernandez, Cities in Schools staff, Julia Richman High School, New York City.
Mr. Jerry Carroll, Assistant Principal, Julia Richman High School, New York City.
Ms. Billie Cunningham, Cities in Schools staff, P.S. 114, New York City.
Ms. Pat Rogers, Cities in Schools staff, Julia Richman High School, New York City.

MEMORANDUM

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY

TO :Richard Cotton
Special Assistant to the Secretary

DATE: March 3, 1977

THRU: Henry Aaron H. A.

FROM :Jerry Bennett
Office of the Assistant Secretary for
Planning and Evaluation

SUBJECT:

Supplement to Site Visit Report on Cities in Schools dated February 18

This is in response to your request of February 21 asking for additional details on the operations of educational and supportive services in Cities in Schools sites.

Each of the project sites we visited represents an effort, carried as far as budget and staff limitations allow, to realize the concept of a broad range of services provided by a multi-disciplinary team to a small, manageable group of service clients. There is great variation among the projects in terms of the degree to which they approach the conceptual ideal.

Some well funded projects, such as those located at Arsenal Tech High School in Indianapolis and Smith High School in Atlanta use a multi-disciplinary team of four staff members for each group of forty students. In these projects, the team stays with all forty students throughout most of the class day.

Other projects, such as the three Atlanta street academies, use intensive staffing, but divide the students into smaller learning groups; eg. one teacher in a separate classroom with ten students. Still other projects, with less financial support, have supportive staff performing only security, hall and cafeteria monitoring, behavior counseling and limited tutorial activities without any additional classroom staffing.

The Arsenal Technical - Smith High School model seems to represent the best example of fulfillment of the Cities in Schools concepts:

Each group of forty students participating in the project is matched with a team of four staff persons. In putting together a staff team, there is an effort made to get a racial and sex mix. Also, there is an effort made to get a mix of backgrounds and disciplines. The team members are designated as 1.) facilitator, or team leader 2.) educator, specializing in remedial education. 3.) programmatic person, specializing in extra-curricular functions and 4.) counselor or social worker. Each of these specialists tries to share his knowledge and

skills with the others, so that each member of the team can work with students in their forty person "family" on as broad a range of problems as possible. On serious problems requiring attention by a trained professional, the staff person specializing in that problem area will work with the student. If it is found that the problem is beyond the knowledge of any staff team member, one team member will serve as advocate for the student in helping him to locate and receive the needed assistance, either elsewhere in the school, in the school system or in the external health, probation and parole or social service systems.

There are six class periods per day at Arsenal Tech and Smith High. Participants in these programs stay together for four of the six class periods. During the other two class periods, the students mix with the rest of the student body. In each of the four class periods during which the program participants are together, the four members of the supportive team work with a teacher with a specialty in that subject.

Depending on the subject matter, the class could either operate on a lecture basis, with the primary teacher lecturing and the supportive staff floating around to work with students needing particular help, or on a mini-seminar basis, with the class breaking up into small discussion groups with one staff team member in each.

Staff members are encouraged to develop personal relationships with the students in their "family". Counseling is seen not as a time limited task performed on a scheduled basis, but rather on an ongoing basis as needed and as the situation permits. A lot of emphasis is placed on the staff providing strong role models for the student. It is felt that, since many of the students' families are single parent families, and most of these have female heads, the presentation of strong male role models for the boys is especially important.

Counseling provided by members of the team is directed primarily toward disciplinary, school performanance and personal problems of a non-clinical nature. The background of most team members make them highly qualified to provide non-specialized "big brother" or "big sister" kinds of advice and counseling, but not intensive counseling on severe learning disorders or psychological problems.

Thus, there are few direct health, criminal justice or psychological services available through the project other than those normally available through the school system. It is the eventual goal of Cities in Schools staff to have more agency professionals in these fields assigned to the schools in order to be able to provide these kinds of services within the project itself.

Much emphasis is placed on development of continuing off-campus relationships between the staff and the student "family". Extracurricular activities such as evening cultural events and weekend picnics and canoe trips are encouraged. The programmatic staff person makes arrangements for these activities and all students and staff participate.

Coordination of the activities of the team members is achieved by means of a daily team meeting at which plans and problems are discussed. There is some effort to go beyond the students' individual problems and identify problems which derive directly from their home environments. Staff members make home visits and attempt to alleviate student problems which are caused by home conditions as well as some family problems themselves.

Another approach is used in the four "Street Academies" operated in Atlanta in conjunction with the Atlanta Public School system. These academies, which are located in storefronts separate from the traditional high schools, each have about 100 students enrolled. These students are mostly dropouts, referrals from the juvenile justice system or referrals from their original high schools because of poor attendance, disruptive behavior or poor academic performance. These academies are considered part of the Atlanta School System, are partly staffed by regular school system teachers and receive financial assistance from the State of Georgia based on the number of students enrolled. The total staffing of each project, consisting of Atlanta Public School teachers, Cities in Schools staff and teaching interns from local colleges bring the staff: student ratio to 1:10. About one half of the staff comes from a teaching background, with the others classified as street workers, social workers, criminal justice workers or student counsellors with varying academic backgrounds.

Unlike Arsenal Tech and Smith High School, which use a large class/team teaching format, the Atlanta academies divide the students into small groups (less than 12) matched with a single teacher. There is heavy emphasis on remedial education and, as at Arsenal Tech and Smith High, on developing close, ongoing relationships between students and staff which go beyond the temporal limits of the school day and involve counseling on behavior, academic performance, employment or criminal justice related problems.

In other Cities in Schools sites—P.S. 101, P.S. 45, Arlington, Attucks, and Wood High Schools in Indianapolis and P.S. 114 in New York—the total additional staff complement is too small to allow any increase in classroom staffing. In these schools, the Cities in Schools staff perform tutoring and counseling of students on referral from their classroom teachers. In addition, the Cities in Schools staff serve as hall and cafeteria monitors and supplementary disciplinarians.

Cities in Schools Staff Size At Schools Where Only Counseling, Tutoring & Monitoring Services are Provided	
P.S. 101	2
P.S. 45	8
Arlington High School	6
Wood High School	5
Attucks High School	10
P.S. 114	4

At Julia Richman High School in New York City, there are seven Cities in Schools staff members. In this school the staff members, all certified teachers who have been laid off by the New-York City School System, are used to reduce class size for project participants from 60 to 30. Since the staff at Richman High are working in regular teaching assignments rather than in a team teaching arrangement, they are not really able to perform additional counseling, tutoring or cafeteria monitoring duties beyond those expected of regular school system teachers.

(The one other activity planned by the Cities in Schools people, the community based project in the West Bronx, has not yet gotten beyond the discussion stage.)

In general, these school projects operating with only a few additional staff do not really demonstrate an approach to concentration or integration of services. Staff in these projects operate more like supportive staff assigned to regular school districts (guidance counselor, remedial reading teacher, school social worker, etc.) or like teacher aides, except that their educational backgrounds allow them to take on a wider range of duties than most teacher aides.

In the more intensively staffed schools—Arsenal Tech, Smith High and the Atlanta Street Academies—there is a strong effort to provide a broad range of direct services through the varied backgrounds and disciplines of the staff. Cities in Schools staff feel that they should have as many service providers as possible on site, and rely on referral services as little as possible. Some services (high unit cost, highly specialized, low need-incidence services such as speech therapy, vocational rehabilitation, physician provided medical service) cannot economically be provided on this basis and therefore have to be provided through a system of preliminary diagnosis and then referral to the appropriate specialist. Cities in Schools staff recognize that there exists this point of diminishing returns in providing on-site specialized services, but they have not yet identified where this factor comes into play.

At the present time:

- Health services are no more closely tied to the Cities in Schools projects than is the case in other school systems, although we would expect that the closer interaction between staff and students would result in earlier identification of potential problems and referral to the school nurse or physician.

- the "Welfare" system, as represented by State and local governmental agencies, has demonstrated a willingness to participate in this effort in Indianapolis and Atlanta by dedication of CETA slots and Title XX funds. We did not see programmatic participation as represented by assignment of county welfare staff to the projects or development of formal referral mechanisms beyond those normally available to school systems.

- the private service agency system is represented by involvement of some agencies—mostly smaller less-established agencies and mostly on a contract basis—in providing counseling and social services.

- the probation and parole agencies have a good relationship with the projects, particularly in Indianapolis, where there is movement to develop an alternative to incarceration of youthful offenders thorugh placement in a Cities in school program.

You have also asked whether this approach provides needed services to ghetto youth, and whether it represents an integrated services approach that HEW could support.

The answer to the first question is yes. Students in these projects (the more intensively staffed ones in any case) receive more personalized attention directed toward a wider range of their needs than would be the case in a traditional school system operating without the additional supportive services. I believe, although I do not have data to prove it, that this additional attention must be helpful to these students.

The response to the second question is more difficult. Taken in isolation, the cost of operation using this model would be vastly higher than the traditional education model. Thus, the more general application of this model would require either:

- public approval of doubled or trebled educational expenditures in the participating schools or districts, or

- reallocation of resources being used elsewhere at the present time. This reallocation of resources (funds and specialized staff) is the answer which the Cities in Schools staff are pursuing through their replication or "showcasing" efforts, although their arguments about how this reallocation or reorientation will be brought about are not especially convincing.

There's just no such thing as no-cost integration of services. Integration involves choices about organization and priorities and each choice involves a benefit and a cost. Cities in Schools provides an interesting approach to integrated services at the micro—or service delivery level. Whether it provides a model for a macro—or systemwide integrated services delivery mechanism depends on two things:

1.) Whether there exists the will, the persuasive evaluation data and the clout to bring about the needed institutional change and,

2.) Even more importantly, whether the costs incurred by more general adoption of this system are significantly outweighted by the benefits. For example, the value of this approach would be suspect if, as in many ghetto schools and neighborhoods, annual population turnover exceeds 50%. Also, what happens when the schools model gets expanded to a complete school system? A family with six children in school could have six different "team" outreach workers trying to have an impact on the childrens' home-related problems: a situation not too different from today's classic service fragmentation stories of social workers from different agencies tripping over each other at the family's front door.

But it seems to me that the key trade-off question is whether the present family focussed social service system should be abandoned in favor of a school-based system. (Since replication of the Cities in Schools is predicated on the existence of social service workers who can be reprogrammed to work on a school-based caseload of 40 students and, to some extent, their families; and since most of these workers are now carrying family-based caseloads, moving to the Cities in Schools model will reduce the emphasis on treating families as a unit). The implication of this approach is to propose a replacement for emphasis on the family unit as the basic provider of goods and integrator of experiences and services and the key source of psychic support for its children.

The Cities in Schools staff cite high incidence of single parent families as the main reason for moving from a family focussed approach to their school focussed approach. It may be that they are right, but I'd want a whole lot more proof than has been presented so far before I'd support scrapping the traditional family orientation for a schools orientation.

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